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*Colony of Singapore
Annual Report 1953*



**COLONY OF SINGAPORE
ANNUAL REPORT 1953**



SINGAPORE FROM MOUNT WALLICH AT SUNRISE
From an oil painting made by Percy Carpenter in 1856

Colony of Singapore
Annual Report 1953



Published by
GOVERNMENT PRINTING OFFICE



SINGAPORE FROM MOUNT WALLICH
an oil painting made by P. ...

Colony of Singapore Annual Report 1953



Published by Authority
GOVERNMENT PRINTING OFFICE, SINGAPORE

Printed by
F. S. Horslin
Government Printer
Singapore

—
1954

J618
T355
1953

Set in the
Times New Roman
Series

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PUBLISHED IN GREAT BRITAIN BY
HER MAJESTY'S STATIONERY OFFICE, LONDON
1954

Price 8s. 6d. net

(PRINTED IN SINGAPORE)

This report is included in the series of Colonial Annual Reports
published for the Colonial Office

CONTENTS

<i>Chapter</i>	<i>Page</i>
1 GENERAL REVIEW	1
2 POPULATION	9
3 OCCUPATIONS, WAGES AND LABOUR ORGANIZATION .	20
4 PUBLIC FINANCE AND TAXATION	35
5 CURRENCY AND BANKING	54
6 TRADE	59
7 PRODUCTION	67
8 TOWN PLANNING AND HOUSING	78
9 EDUCATION	88
10 HEALTH	99
11 WELFARE SERVICES	109
12 LEGISLATION	118
13 LAW AND ORDER	122
14 PUBLIC UTILITIES AND PUBLIC WORKS	138
15 COMMUNICATIONS	149
16 PRESS, INFORMATION, BROADCASTING, FILMS	178
17 DEFENCE	188
18 CONSTITUTION AND ADMINISTRATION	203
19 THE ARTS	213
20 SPORT	220
21 PHYSICAL FEATURES AND NATURAL HISTORY	226
22 HISTORY OF SINGAPORE	238
BIBLIOGRAPHY	247
INDEX	253

ILLUSTRATIONS

	<i>Page</i>
SINGAPORE FROM MOUNT WALlich, 1856	<i>frontispiece</i>
CORONATION CELEBRATIONS	<i>between</i> 8-9
MARKETS	<i>facing</i> 56
LOCAL CRAFTS	" 57
DISTINGUISHED VISITORS	" 65
MANUFACTURES	" 72
FISHERIES	" 73
BUILDINGS	<i>between</i> 80-1
EDUCATION, HEALTH AND WELFARE	" 96-7
SHIPPING	" 184-5
ARMED SERVICES AND POLICE	" 200-1
PUBLIC RELATIONS, ELECTIONS	<i>facing</i> 208
ART EXHIBITION, CHINESE THEATRE	" 209

GRAPHS

GROWTH OF THE POPULATION	10
AGE OF THE POPULATION	13
FOREIGN TRADE BY COUNTRIES	<i>facing</i> 64
FOREIGN TRADE BY COMMODITIES	<i>between</i> 64-5
GROWTH OF HOUSING	84
SCHOOL PUPILS	<i>facing</i> 88
SCHOOL TEACHERS	" 89
MEDICAL STAFF	" 104
HOSPITAL PATIENTS	" 105

MAPS

ELECTORAL DISTRICTS AND CONSTITUENCIES	<i>between</i> 208-9
ISLAND OF SINGAPORE	<i>appended</i>



General Review

THE CORONATION of Her Majesty the Queen aroused tremendous enthusiasm in the Island of Singapore. From 30th May to 6th June, 1953 there was a series of celebrations in which all communities contributed to a most memorable and joyous occasion. The principal official ceremonies were the military parades in honour of the Coronation and in commemoration of Her Majesty's Birthday. The Coronation parade included contingents from all the volunteer forces and youth organizations and they acquitted themselves with distinction in the company of the Armed Services. These parades were matched by the processions organized by the Chinese, the Malay and the Indian communities each showing great ingenuity by their planners and much zeal by their participants. A Youth Rally and numerous supporting events demonstrated the energies of the young, and hospital and institutional visits were made for the comfort of the old and sick. There were concerts of all kinds including open air shows against the impressive background of the City Hall. As befitted a port the celebrations included the harbour where there were sea sports by day and a remarkable illuminated floating dragon by night.

As a setting for these events the main streets and buildings were decorated with flags and emblems and were lit up after dark. Many ceremonial arches were erected in the city and countryside all over the island. The City Council, the Rural Board, commercial organizations, private citizens and the Government all took their part in this achievement. Perhaps the most lasting impression was given by the flood lighting of the large public and commercial buildings along the waterfront in a manner which is believed not to have been surpassed outside London. Singapore kept late nights in Coronation week. Eager crowds blocked the streets until the small hours. To many the significance of the Crown must have been made known for the first time by this splendid occasion for

the response in goodwill and affection to the Sovereign was unmistakable. The celebrations will long be remembered by all who saw them.

1953 was appropriately a year of importance in constitutional matters. Since the war the Legislature of Singapore has had a majority of Unofficial Members, but the number of electors on the electoral roll is only some 70,000 out of a population of over a million. In 1952 and 1953 great attention was given to increasing the number of elected members in accordance with the general policy of giving more and more responsibility for public affairs to local people in a progressive move towards self-government. This immediately raised the problems of increasing the electorate and of the degree of responsibility which should be passed to the elected members. In October, 1953 His Excellency the Governor appointed a Commission to undertake a comprehensive review of the constitution of the Colony of Singapore, including the relationship between the Government and the City Council, and to make such recommendations for changes as were deemed desirable. The Commission's attention was particularly drawn to the report of a Committee of Unofficial Members of the Legislative Council which had recommended doubling the number of elected members and the appointment of a Speaker. The Commission was also instructed to take note of the problem of closer association between Singapore and the Federation, being studied by a Joint Co-ordination Committee composed of members of both Legislative Councils.

Six members of the Commission were appointed on nomination by the Unofficial Members of the Legislative Council from amongst themselves, another Unofficial Member of Legislative Council was nominated by the Governor, who also appointed the Attorney-General and the President of the City Council, as the only official members. Sir George Rendel, K.C.M.G., lately of the Foreign Service, was appointed Chairman with a casting vote only and Professor Owen Hood Phillips of Birmingham University was appointed Adviser on constitutional matters.

The Commission had completed most of its work by the end of the year and promised its report early in 1954.

The fight against Communist terrorists continued throughout the year in Singapore as in the Federation of Malaya. Constant vigilance by the Police Force contained Communist activities, but several assassinations and intermittent distribution of Communist literature reminded the Colony that there could be no relaxation of effort. The increasing success of the security forces in the Federation was supported by the disruption of secret Communist organizations in Singapore. By a highly organized system of searchlights and marine patrols the Singapore Police Force maintained a strict

control of all movements across the Straits of Johore by day and by night. The Royal Malayan Navy, which is maintained by Singapore, continued its active operations against Communist terrorists in Malayan waters, working with the security forces of the Federation; at the same time, the programme of building, equipping and expanding went on steadily.

Perhaps the most striking contribution made by Singapore to help its close neighbour, the Federation of Malaya, was the loan of \$30 millions for twenty-five years, free of interest for the first ten years.

During the year further progress was made by the many volunteer forces—the Malayan Royal Naval Volunteer Reserve, the Singapore Volunteer Corps, the Malayan Auxiliary Air Force, the Singapore Harbour Board Reserve, the Civil Defence Corps and the Cadet Corps. The most important step in strengthening the Colony's ability to defend itself was the enactment in December of the National Service Ordinance. This introduced compulsory training on a part-time basis in the Singapore Military Forces and the Civil Defence Corps. It was significant of the growth of a full appreciation of the responsibilities inherent in self-government that this Bill was passed without a division in the Legislative Council and, subsequently, received the full support of all sections of the population.

Against this background of political activity the Colony's trade declined. Though this was the second successive year's decline since the Korean boom of 1951, total trade (excluding trade with the Federation of Malaya) at \$4,305 millions compares more than favourably with \$2,358 millions in 1949, the last normal post-war trading year. The main causes for the continued decline were the fall in the world market price of rubber and the separate economic actions of a number of Singapore's closest entrepôt neighbours. Rubber being the major export commodity, the fall in its price affected export earnings considerably, whilst trading restrictions by her entrepôt neighbours seriously impaired the Colony's entrepôt trade.

Though this decline in trade has reacted somewhat on the Colony's economy, the port still remains entirely free. Almost all commodities may be imported or exported without hindrance. This is in keeping with the tradition which has been adhered to ever since the day of its foundation one hundred and thirty-four years ago. It is this principle of free trade as well as its unique position in the heart of the Malayan Archipelago and the efficiency and enterprise of its businessmen that have enabled Singapore to remain the premier port of South-East Asia.

As a result of smaller export earnings and of the general contraction in trade people had less money to spend. The demand for consumer goods decreased and local industries had some difficulty in maintaining sales and in many cases curtailed production. Despite this a number of new industries including a textile mill and two large soft drink factories were established. There were more people in employment than in any previous year but jobs were no longer so easy to find during 1953 in marked contrast with the position in the boom year of 1951. The population meanwhile continued to increase at a high rate.

The rapid increase of the population has imposed a severe strain on public utility services. The need for an expansion of the electricity generating plant was foreseen before the war but the Japanese occupation interrupted development and after the liberation it was extremely difficult to procure equipment. Work on a new power station at Pasir Panjang was eventually begun in 1950 and in two years had reached the stage when electricity could be produced. The station was formally opened by His Excellency the Governor in July, but at the beginning of 1953 the output of two 25,000 kilowatt generators installed in the new station brought to an end a period of restrictions which had interfered with the development of industry and caused irritation and discomfort to all users of electricity. The work of constructing and equipping the power station to this stage was done in what appears to have been record time. Four more 25,000 kilowatt generators are to be installed and for the immediate future Singapore should have all the electric power it needs. The water supply has also had to be increased. Even in the 1920's it became clear that the demand for water would exceed the supplies available on the island. Catchment areas were developed on the mainland of Malaya before the war and since then it has been necessary to proceed with a long-term plan to draw water from the rivers there. 1953 saw the first supplies of nine million gallons a day drawn from the Tebrau River in Southern Johore. Since 1945 a sum of \$40 millions has been spent on the building and extension of works to ensure an adequate water supply. The population living within two degrees of the Equator normally consumes much water: it has never been subjected to restriction in its use and consumption is now at the rate of 42,000,000 gallons a day. Utilities of the kind mentioned are perhaps unromantic but they amount to necessities in the densely populated and very closely built up city.

This applies equally to roads and to transport services. A large proportion of the population lives in the outer suburbs and travels to work every day. The number of motor cars and buses increases year by year throwing an ever greater burden on the main roads

and streets. Improvements require most detailed preparation and large sums of money since buildings, even communities, have often to be removed if new roads are to be built. In 1953 the main roads out of the city were greatly improved, and the work of designing a new bridge to connect the city with its eastern suburbs was well advanced and the first \$8 millions was set aside for its construction.

The city becomes more crowded every day and encroaches upon the surrounding country. In the outskirts the expansion of the population overruns the supply of urban amenities and leads to slum conditions. Quite apart from this the older areas of the city are already badly overcrowded. Complete replanning and rehousing are being undertaken in many places. Private enterprise and private capital have effected great improvements and new housing estates are springing up all round the city, but they have been unable to keep pace with the growing population and the decay of old buildings. The Government has financed a series of major housing schemes. It has so far provided or pledged over \$100 millions in loans to the Singapore Improvement Trust, its housing agency, and by the end of 1953 was the owner of nearly 10,000 houses and flats. The year was a record one and saw 3,600 of these under construction. The Trust is now devoting all its very considerable resources of planning and building to low cost housing. A notable achievement of the Trust in 1953 was the construction of 326 low cost housing units in three months to rehouse the victims of a conflagration of wooden huts in Geylang. The cost was slightly under \$2,000 a unit. During the year the Government decided that in addition to subsidising the Trust's housing schemes by advancing money at low rates of interest, 4 per cent for sixty-year loans and 3 per cent for forty-year loans, a further subsidy should be granted by writing off the cost of land and site preparation in excess of \$25,000 an acre. Since land has to be bought for these schemes within easy reach of the city or other place of work, the cost of land is an important factor. Not only has land to be found, bought and prepared for building, but in most cases existing occupants in dilapidated shacks have first to be rehoused. The magnitude of the task is daunting, but it is being tackled resolutely and at increasing speed. As indeed it must be, for every home bursts with children.

The number of births has increased from 20,000 in 1931 to 43,000 in 1947, 51,000 in 1952 and to 54,000 in 1953. There are children everywhere, and all want education. The problem facing the authorities after the Japanese occupation was a staggering one. For it was necessary not only to re-build or repair many of the pre-war schools, to re-equip them all and to find teachers for them, but also to try to meet a tremendously increased demand for

COLONIAL DEVELOPMENT AND WELFARE SCHEMES

Nature of Scheme	Total cost of scheme	To be met from Colony funds	Total grant under C.D. and W. Act	Spent from Colony funds up to 31-12-53		Spent from C.D. and W. grants up to 31-12-53	
	\$	\$	\$	\$	c.	\$	c.
<i>Scheme No. D. 1678</i>							
Child Welfare Clinics, three ..	362,000	..	362,000	..		160	26
<i>Scheme No. D. 1912</i>							
International Airport, Paya Lebar ..	37,710,000	27,710,000	10,000,000	10,772,077	11	3,329,786	39
<i>Scheme No. D. 1892</i>							
Adult Education Centre ..	350,000	50,000*	300,000	..		..
<i>Scheme No. R. 440</i>							
Regional Research Laboratory	2,546,750	685,720	1,861,030†	27,853	03‡	290,958	61
<i>Scheme No. D. 1785</i>							
New Graving Dock ..	6,000,000	4,250,000§	1,750,000 (loan)	..		1,023,640	55
<i>Scheme No. D. 1493</i>	1,350,000	945,000	405,000¶	..		135,000	00
Child Welfare Clinics, three							
<i>Scheme No. D. 1493A</i>							
Child Welfare Clinics, two						168,863	22
<i>Scheme No. D. 1476</i>							
Expansion of Leper Settlement—Capital Expenditure ..	624,000	156,000	624,000	150,571	10	527,126	33
<i>Scheme No. D. 1431</i>							
School Medical and Dental Clinic ..	480,000	280,000||	200,000	..		..
<i>Scheme No. D. 1706</i>							
Upper Air Programme and Regionalisation of Stores ..	462,730	96,730	366,000	8,481	88‡	121,551	71
<i>Scheme No. D. 1598</i>							
Boys' Hostel ..	180,000	30,000	150,000	..		..
Girls' Hostel/Club ..	180,000	30,000	150,000	..		..
Total ..	50,245,480	34,233,450	16,168,030	10,958,983	12	5,597,087	07

* To be raised by public subscriptions.

† Grant approved up to 31-3-1956 only.

‡ Part recoverable from the Federation of Malaya, North Borneo, Sarawak and Brunei.

§ To be met from Singapore Harbour Board funds (see page 162).

¶ Supplementary scheme proposing additional grant is still under consideration.

|| To be included in a revised scheme now under consideration.

education from all sections of the community. It may give some indication of what has been achieved to compare the present school enrolment of 161,000 with the pre-war total of 72,000. Nor must it be thought that this rapid expansion has been achieved at the expense of quality, for through its system of teacher training it has been possible for the Government to maintain a standard of instruction as high as in any eastern country. The cost of education to the Government is a measure of the progress that has been made: in 1941 it was \$2,000,000; in 1953 it was \$21,000,000.

The immediate post-war goal was free education for all children over a six-year primary course, and as there are now 144,000 places in primary classes as compared with 134,000 children in the six-year age-group 7 to 12 it can be said that this aim has been achieved theoretically, but because large numbers of children outside the proper age group are in the schools some children in the proper age-group cannot be admitted. This problem is being tackled. Though the period of rehabilitation is over, there is no room for complacency, for in the next six years it will be necessary to find primary school places for over 100,000 children more than at present; that is for almost one in five of the total population, a task at least as difficult as that which has been accomplished. Sites for new schools must be found and the schools built and financed, but the most difficult problem is to find teachers. More teachers are needed to staff more schools and more schools are needed to produce the teachers; and the generation now reaching school age outnumbers two, three and four times the preceding generations from which the teachers must come.

Parallel with the expansion of education has been the development of the medical services. The demands of an increasing population have been made more urgent by a growing trust in western medicine. The population has doubled since 1940. The number of patients admitted to hospital has also doubled and the number of out-patients increased ten times. Execution of the Ten-Year Medical Plan has gone steadily on. At the General Hospital the new Nurses' Home and the new out-patient Division were completed. More clinics and dispensaries were opened throughout the island. Much is still to be done, but by 1953 it was possible to provide a reasonable service for all comers at a cost in that year alone of \$25 millions borne by the Government and the City Council. For example, of fifty-four thousand babies born in the year 33 per cent were born in Government hospitals and a further 15 per cent were delivered by Government rural health staff. A majority of the remainder came under the out-patient care of the Government and the City Council clinic and midwife services. Total out-patient attendances were 1,356,176.

Singapore is a place of youth, vitality, and change. Everywhere are new buildings and new developments. Perhaps aroused by the spirit of civic pride and the consciousness of the start of a new era which were engendered by the Coronation celebrations, Singapore is awakening to its own life and strength, still immature, not always sure of itself and with much to learn and to do. There is a surge of conflicting ideas and a not unnatural impatience with the old outlook. The new Singapore is proud of its new buildings and services, its swimming pools and pleasant public parks; determined to be rid of its slums and sickness and to give each of its citizens a fair start, a decent home and steady employment. There is much to encourage confidence that Singapore is ready to manage its own affairs responsibly and competently. But lurking in the background is the menace of secret societies and communist terrorists, rank growths springing from squalor and neglect. There is still too large a section of the population which is complacent with the existing order and apathetic to political effort. The tempo today is fast, and Singapore has need of the full vigour of all its more than a million people to carry it forward on the right road to peace and happiness and prosperity. The tasks are many and arduous and there is no room for the lazy or for those who wilfully compromise with what is evil.

Half the population is under 21. Every year will see thousands of additional children wanting places in school and thousands leaving school and wanting work and homes. Can Singapore tackle these problems wisely and resolutely? Can the economy of this small island provide for this rapid increase in population?

*Coronation
Singapore
1953*





Fireworks across the Padang. 2nd June.



Cavanagh Bridge and the Victoria Memorial Hall.

C. A. Gibson-Hill

St. Andrews Cathedral.

C. A. Gibson-Hill





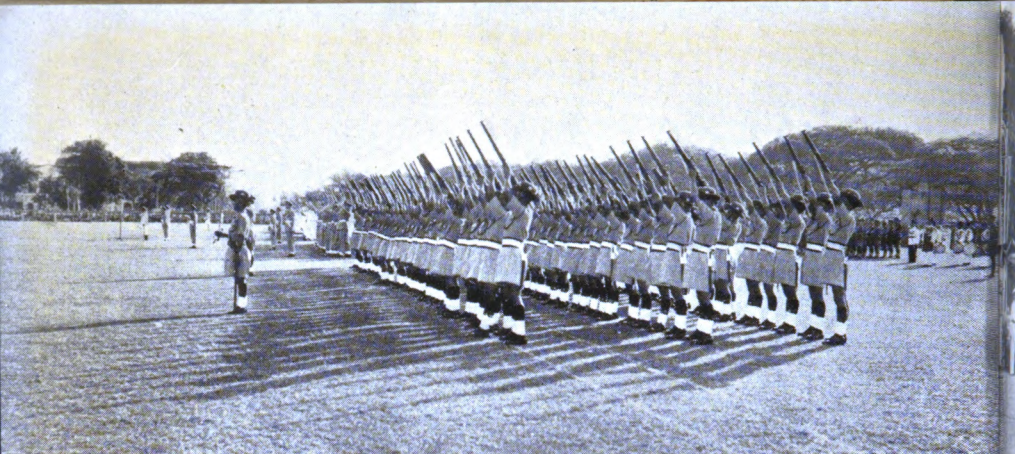
A Humble Address of loyalty and devotion was sent to

Under Your Majesty's benign guidance
may peace and abundance spread among the
peoples of Your Majesty's Realm and may
the example of Your Majesty's life continue
to shine before us for many years to fortify
and inspire us through a long illustrious reign.

J. Munn	C. Stan	J. Munn
W. L. Sept	Thiothan Bee	C. Hatterfield
L. J. Davis	R. J. Munn	amur
W. L. Taylor	R. H. Long	Elizabeth Choy
J. P. T. his kin	N. J. Munn	W. Munn
H. O. Laughlin	L. J. Munn	A. H. Munn
L. J. Munn	N. J. Munn	H. Munn
C. H. Munn	M. J. Munn	C. H. Munn
V. Munn	M. J. Munn	M. J. Munn
M. J. Munn	M. J. Munn	M. J. Munn

Long live
Your Majesty

Long live
Your Majesty



Straits Times

CORONATION PARADE 2ND JUNE

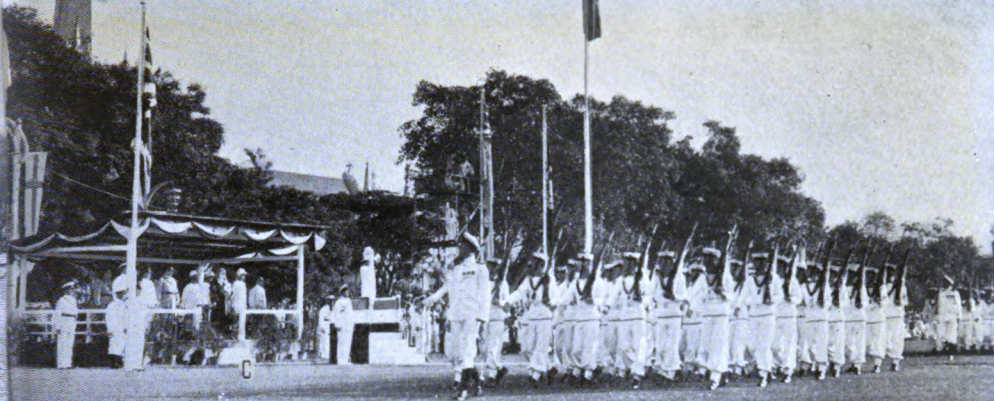
Gurkhas of the Police fire
a *feu-de-joie*.

Part of the vehicle column
of all Services.

The R.A.F. Pipe Band.

Straits Times





Public Relations

March past of a contingent
of the Royal Malay Navy.

Battery Road at 6 a.m. on
2nd June.

Collyer Quay at 6 p.m. the
same day.

C. A. Gibson-Hill





Members of all Services paraded on the Singapore Padam



Straits Times

before His Excellency the Governor on Coronation Day.



International square
dance at the steps of
the City Hall, 4th June.



A Hindu temple carri-
age drawn in proces-
sion on 2nd June.

Photograph

A sea dragon visited the
the cen





A prizewinning float in the illuminated procession of 2nd June.

Decorations in Collyer Quay painted by Tan Kok Swee of the Chinese High School.

Straits Times

Harbour every night during celebrations.





Straits Times

The Girls' Life Brigade, one of the many youth organizations which took an active part in the Coronation Celebrations.

On 6th June the Malay community organized a procession with floats depicting aspects of their life. Aircraft of the Royal Air Force were in evidence throughout the week.





1. Villages in the rural areas erected many arches in honour of the occasion.

2. The drum and bugle band of the Boys' Brigade.

3. The Army entertained guests at a children's party given by His Excellency the Governor.



C. A. Gibson-B

The procession which began at 7 p.m. on 2nd June had over 400 vehicles and covered four miles. Many Chinese dragons breathing fire and lions dancing for their 'teasers' came from their lairs for the occasion.

The pride of lions below frisked non-stop to the great amusement of onlookers.

Straits Times





C. A. Gibson-H

God Save the Queen!



Population

THE MID-1953 population of the Colony of Singapore was estimated at 1,123,172 excluding armed forces and travellers in transit. The population is growing rapidly.

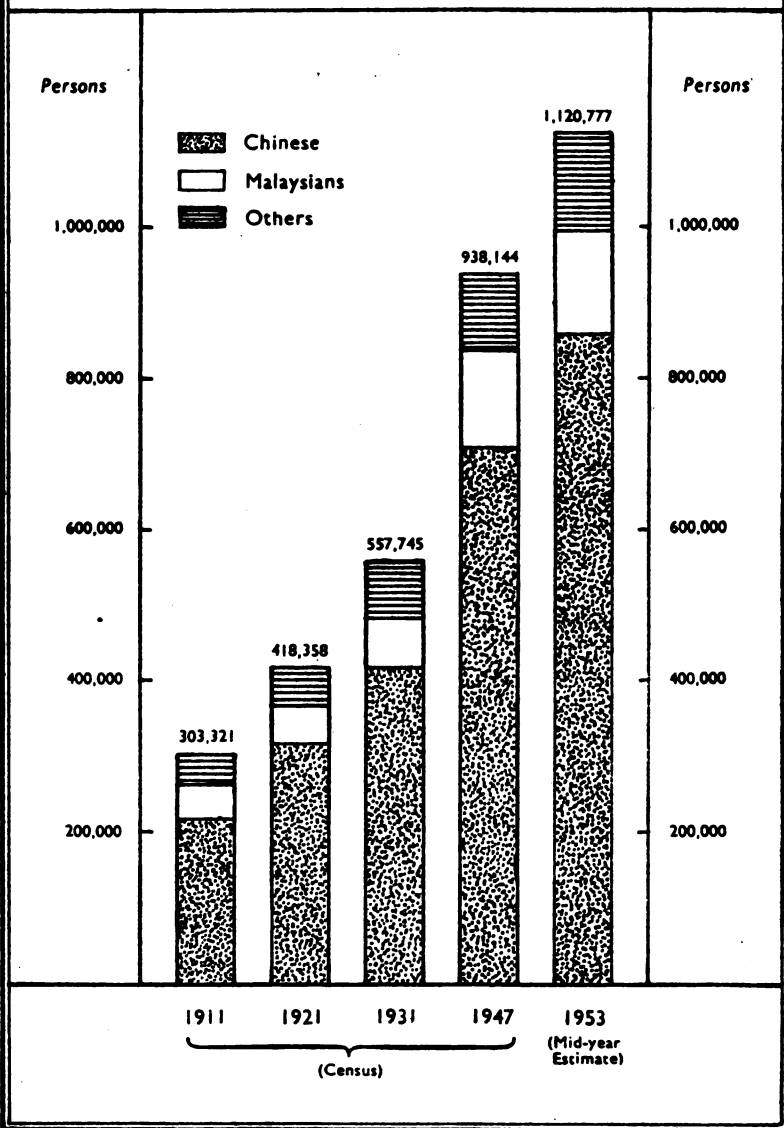
DISTRIBUTION OF POPULATION *Mid-1953*

		<i>Singapore City</i>	<i>Singapore rural and islets</i>	<i>Christ- mas Island</i>	<i>Cocos- Keeling Islands</i>	<i>Totals</i>
Chinese	..	623,958	235,243	1,289	19	860,509
Malaysians	..	85,504	51,383	387	423	137,697
Indians and Pakistanis	..	62,281	24,932	8	3	87,224
Europeans	..	10,462	5,349	105	159	16,075
Eurasians	..	9,406	1,724	1	..	11,131
Others	..	9,093	1,442	..	1	10,536
Totals	..	800,704	320,073	1,790	605	1,123,172

The figures must be treated with some reserve. The last population census was in 1947 and the estimates for 1953 are made by allowing for births, deaths and migration since that census. Birth and death registrations are fairly complete but the migrational surplus can be stated with accuracy only in respect of the whole of Malaya since there is no passport check on people passing between Singapore and the Federation of Malaya. In making estimates of population it is therefore necessary for the Registrar of Malayan Statistics to apportion migrational surpluses to the two territories in proportion to their populations. It is however believed that within Malaya the general direction of migration has been from the Federation into Singapore. In 1953 more than 18,000 persons over

POPULATION GROWTH

(Excluding Christmas and Cocos-Keeling Islands)



the age of 12 from the Federation applied for National Registration Identity Cards in Singapore while some 13,000 from Singapore applied for cards in the Federation. The figures in this chapter are therefore probably slightly underestimated.

LANGUAGES

The distribution of the population to languages and dialects has not been accurately enumerated since the last census in 1947 and the table below is based on the proportions then existing.

LANGUAGES SPOKEN (in round figures)		
<i>Chinese languages</i>	<i>Malaysian languages</i>	<i>Indian languages</i>
Hokkien .. 341,000	Peninsular Malay .. 86,000	Tamil .. 53,300*
Teochew .. 185,300	Javanese languages .. 29,400	Malayalam .. 12,300
Cantonese and Kwongsai .. 186,000	Boyonese .. 18,300	Other South Indian .. 5,700
Hainanese .. 62,400	Others .. 4,000	Punjabi .. 7,300
Hakka .. 47,200		Other North Indian .. 8,600
Others .. 38,600		
<hr/> 860,500	<hr/> 137,700	<hr/> 87,200

* This figure does not include a small number of Ceylon Tamils included in the table on page 9 in the row for 'Others'.

The Europeans and Eurasians mentioned in the table on page 9 are almost entirely English speaking. The 'Others' mentioned in that table include those who speak Sinhalese, Arabic, Siamese and other Asian and Oceanic tongues. The cosmopolitan nature of the Colony is such that few European or Oriental languages are completely unrepresented.

RELIGIONS

A precise enumeration of religions has not been made and, indeed, is scarcely possible. The Malaysians are almost without exception Muslim. The Europeans and Eurasians are almost without exception Christian. About 3 per cent of the Chinese are Christian and the remainder are sometimes referred to as professing the national religion of China. They include Buddhists and an indeterminate number who are variously described as Taoist and Confucianist. It is not possible to make any simple distinction between the various Chinese religions. Of the Indian community about 70 per cent are Hindu, 20 per cent Muslim, 5 per cent Christian and 2 per cent Sikh. There are a few Jews, Parsees and others.

BIRTHS

The registration of births in Singapore is compulsory and may be effected at a number of registration centres established for the purpose or at any Police Station outside the City limits. There is a greater incentive for people to register the births of their children since the possession of a birth certificate has come to be appreciated in connection with entry into Government schools, passport formalities and so forth.

BIRTHS AND BIRTH RATES

(excluding Christmas and Cocos-Keeling Islands)

		1947		1951		1952		1953	
		<i>Births registered</i>	<i>Crude birth rate</i>	<i>Births registered</i>	<i>Crude birth rate</i>	<i>Births registered</i>	<i>Crude birth rate</i>	<i>Births registered</i>	<i>Crude birth rate</i>
Chinese	..	33,629	46.10	37,155	46.06	39,088	47.09	41,653	48.48
Malaysians	..	5,473	48.09	6,062	47.71	6,858	52.09	7,276	53.15
Indians and Pakistanis	..	3,087	44.76	3,425	45.30	3,672	45.84	3,956	45.36
Europeans	..	312	33.62	690	33.97	757	51.97	853	53.95
Eurasians	..	359	39.41	382	36.55	359	33.18	325	29.20
Others	..	185	24.63	402	43.03	462	46.32	499	47.37
Totals	..	43,045	45.88	48,116	46.17	51,196	47.53	54,562	48.68
Males	..	22,152	..	24,751	..	26,342	..	28,179	..
Females	..	20,893	..	23,365	..	24,854	..	26,383	..
Totals	..	43,045	..	48,116	..	51,196	..	54,562	..

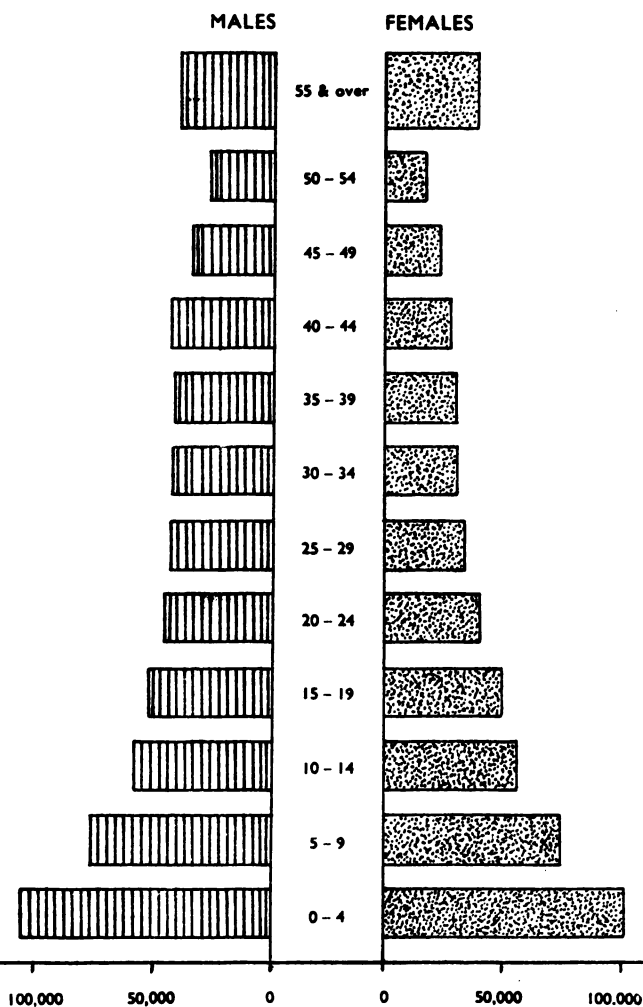
The crude birth rate is the number of live births per 1,000 estimated mid-year population.

During the year there were 58 male and 45 female births on Christmas Island and 12 male and 15 female births on the Cocos-Keeling Islands.

The relatively small proportion of females in the population a few decades ago has been largely rectified by immigration and natural increase. The result is reflected in the increasing number of births and the increased birth rate. The number of births, 54,562, again increased on last year's record figure of 51,196. Most of the population is young; over half are under 21. With a young and virile population rapidly reaching maturity there will be a cumulative effect upon the birth rate, and the phenomenal increase will continue.

A body known as the Family Planning Association has been formed with Government assistance. Its members include medical practitioners who give their services voluntarily. They advise on family planning and give clinical help on the request of individuals who seek their aid.

1953 AGE DISTRIBUTION
(Excluding Christmas and Cocos-Keeling Islands)



The comparatively high birth rate is accompanied by a high survival rate which is mainly the result of improved medical services which have made Singapore an exceptionally healthy place by tropical standards. The growth of Western medical techniques before, during and after childbirth and their increasing popularity have also contributed to the high survival rate.

BIRTHS BY MOTHERS' AGES, 1953

(excluding Christmas and Cocos-Keeling Islands)

Mother's age in years	Euro- peans		Eura- sians		Chinese		Malayans		Indians and Pakistanis		Others		Total	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
12	1	..	2	..	..	..	..	..	3	..
13	3	1	..	1	2	..	..	2	5
14	3	5	9	9	6	9	..	..	18	23
15	1	15	15	44	52	16	24	1	2	76	94
16	1	1	76	48	136	136	41	33	..	2	254	220
17	..	1	1	3	203	226	228	212	65	84	5	2	505	525
18	..	1	2	..	4	462	420	354	303	105	95	8	930	828
19	..	5	3	12	5	656	635	229	229	98	101	10	1,010	984
20	..	13	10	6	10	1,009	862	357	319	128	122	22	1,535	1,336
21	..	19	23	16	12	1,124	1,064	210	198	107	99	24	1,500	1,408
22	..	28	25	11	7	1,239	1,156	279	271	125	131	13	1,695	1,607
23	..	23	36	14	13	1,413	1,371	222	222	142	115	16	1,830	1,771
24	..	25	26	10	17	1,411	1,269	211	199	87	111	16	1,760	1,641
25	..	36	26	15	12	1,327	1,240	291	295	118	106	19	1,806	1,694
26	..	28	27	13	10	1,265	1,162	158	164	103	83	16	1,583	1,461
27	..	26	23	11	7	1,037	1,054	136	150	76	89	17	1,303	1,339
28	..	28	24	13	7	1,007	963	196	194	76	87	16	1,336	1,288
29	..	26	24	15	8	1,013	914	99	95	67	50	9	1,229	1,096
30	..	21	30	11	7	982	889	225	179	95	76	6	1,340	1,190
31	..	25	20	4	5	816	767	59	45	38	39	12	954	878
32	..	20	25	4	9	835	801	96	81	68	49	8	1,031	971
33	..	13	21	12	3	733	660	53	61	41	38	8	860	789
34	..	9	11	9	5	747	663	46	46	30	30	6	847	760
35	..	9	9	3	7	682	650	121	105	46	35	5	866	812
36	..	9	6	4	10	644	569	40	28	23	11	..	720	627
37	..	7	4	8	3	568	529	27	30	24	15	1	635	583
38	..	10	7	2	2	553	538	44	38	18	17	3	630	603
39	..	4	9	2	6	427	455	19	25	8	11	2	462	510
40	..	5	4	2	2	423	367	23	33	12	9	..	465	415
41	..	2	2	..	..	307	263	7	5	3	7	1	320	278
42	5	2	..	239	225	7	8	6	1	..	254	239
43	1	..	..	187	162	2	6	..	..	..	1	189
44	93	97	5	4	..	..	..	1	98
45	1	..	1	71	66	3	2	..	..	..	1	74
Over 45	56	58	2	5	1	..	..	59	63
Unknown	2	..	2
Totals	..	393	405	203	174	21,624	20,166	3,941	3,749	1,774	1,679	244	210	28,179
														26,383

MARRIAGE

Many forms of Christian and Muslim marriage are expressly provided for in the statute law of the Colony and marriages between parties of any creed may be solemnized under the Civil Marriage Ordinance by the Registrar of Marriages. Marriages according to customary rites though recognized in the Courts are not registered. No complete figures for marriages are therefore available.

REGISTRY OF MARRIAGES

Civil marriages registered

		1947	1950	1953
Chinese	... ..	292	573	1,072
Malaysians	... ..	—	—	—
Indians	... ..	43	40	65
Europeans	... ..	86	117	91
Others	... ..	64	60	52
		—	—	—
Total	... ..	485	790	1,280
		—	—	—

Civil marriages and, save in exceptional circumstances, Christian marriages are invalid if either of the parties is under the age of 16 years.

There has been a movement amongst Malay women against polygamy. Islam permits a Muslim to marry up to four wives at a time provided certain conditions are fulfilled. In practice monogamy is usual. There is also a movement to provide for Hindu marriages by statute. Amongst the non-Christian Chinese many forms of marriage are recognized by custom and secondary wives are allowed. In the law of the Colony they and their children have the same property rights as first wives and their children.

DEATHS

The registration of deaths is compulsory and Coroners' enquiries are required whenever a suspicion arises that a death has not been due to natural causes (see page 131).

DEATHS BY AGE, 1953
(excluding Christmas and Cocos-Keeling Islands)

Age at death		Euro-peans		Eura-sians		Chinese		Malay-sians		Indians and Pakis-tanis		Others		Total	
		M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Under 1	..	13	9	15	9	1,320	1,105	507	398	135	114	16	17	2,006	1,652
1	..	..	1	4	..	226	237	88	80	12	17	1	1	331	336
2	..	1	..	..	1	132	137	38	44	11	12	1	..	183	194
3	..	1	..	..	..	91	87	22	23	7	8	3	3	124	121
4	..	..	..	..	..	58	62	12	21	3	6	..	1	73	90
5 - 9	..	..	..	..	..	118	104	18	26	9	9	2	..	147	139
10-14	..	..	..	..	1	41	48	11	7	1	2	..	1	53	59
15-19	..	3	1	..	..	66	47	14	16	12	4	..	1	95	69
20-24	..	7	1	1	..	74	55	15	24	18	7	4	..	119	87
25-29	..	3	3	..	1	86	70	24	33	16	8	..	2	129	117
30-34	..	5	1	1	1	96	70	19	27	29	8	2	..	152	107
35-39	..	7	2	..	..	147	90	21	28	44	7	1	..	220	127
40-44	..	4	2	2	2	283	146	23	30	56	5	4	..	372	185
45-49	..	3	..	1	1	318	143	31	29	44	8	3	2	400	183
50-54	..	5	1	4	4	387	191.	40	27	45	8	1	1	482	232
55-59	..	4	..	3	3	382	180	50	26	34	11	7	4	480	224
60-64	..	6	1	6	4	373	202	36	20	35	12	2	3	458	242
65-69	..	2	..	1	2	264	175	27	19	22	3	1	3	317	202
70-74	..	1	2	2	5	198	195	22	25	10	3	2	1	235	231
75-79	..	..	1	2	2	116	127	10	8	6	2	..	1	134	141
80-84	..	1	1	1	2	56	89	11	11	4	3	1	2	74	108
85 and over	..	..	..	..	1	25	65	13	10	1	3	..	1	39	80
Unknown	..	..	..	..	..	1	1	..	..	..	..	1	4	2	5
Totals ..		66	26	43	39	4,858	3,626	1,052	932	554	260	52	48	6,625	4,931

The crude death rate of 10.31 for 1953 was lower than ever before. The progressive reduction over the years in the average age of the population is not the only factor contributing to the decline in the death rate. Other factors are to be found in the stringent public health measures which have been enforced, the increasing popularity of Western medicine and better general standards of living and especially of housing (see pages 84 and 106).

Infant mortality and maternal mortality are discussed on page 105.

DEATHS AND DEATH RATES

	1947		1951		1952		1953	
	Deaths registered	Crude death rate	Deaths registered	Crude death rate	Deaths registered	Crude death rate	Deaths registered	Crude death rate
Chinese	9,368	12.84	9,288	11.51	9,050	10.90	8,484	9.87
Malayans	2,029	17.83	2,055	16.17	1,922	14.60	1,984	14.49
Indians and Pakistanis	878	12.73	771	10.19	798	9.96	814	9.33
Europeans	74	7.97	94	7.35	103	7.07	92	5.82
Eurasians	84	9.22	72	6.89	85	7.86	82	7.37
Others	78	10.38	101	10.81	102	10.27	100	9.49
Totals	12,511	13.34	12,381	11.88	12,060	11.20	11,556	10.31
Males	7,428	..	7,168	..	7,033	..	6,625	..
Females	5,081	..	5,213	..	5,027	..	4,931	..
Totals	12,511*	..	12,381	..	12,060	..	11,556	..

* Includes two of unknown sex.

The crude death rate is the number of deaths per 1,000 estimated mid-year population. During the year there were 5 male and 2 female deaths on Christmas Island and 2 male deaths on the Cocos-Keeling Islands.

MIGRATION

Singapore and the Federation of Malaya have long formed a single immigration unit. Movement between the two is unrestricted. Permission to enter one territory includes permission to enter the other. Entry from outside Malaya is now closely controlled.

Until 1933 the prime need of Malaya as a whole was for labour to develop its rubber and tin industries. Accordingly little restriction was placed on the entry of aliens who came and went in response to the fluctuations of local economic prosperity. Undesirables and potential destitutes alone were excluded. The majority of immigrants were adult males not accompanied by their wives and children.

The slump period of 1928 to 1933 saw many of these immigrants out of work without the money for their homeward passages. The Malayan Governments became involved in enormous expenditure on relief work and repatriation, and as a safeguard for the future instituted a quota system for the entry of aliens. The quota was varied from time to time to suit changing circumstances but allowed a net gain by immigration of as much as 648,000 in the period 1934-38. These again were mostly males except in the last year or so when the Sino-Japanese war sent a flood of wives and children and a large number of unmarried women to join their relatives in Malaya. During the Japanese occupation many labourers and others were compulsorily transported from Malaya.

Since 1946 it has been increasingly necessary to restrict entry with a view to protecting the standard of living and keeping local residents in employment. The Immigration Ordinance which came into force on 1st August, 1953 and has its counterpart in the

Federation, provides that British subjects born or ordinarily resident in Malaya, Federal citizens and certain others have an unrestricted right of entry. Ordinary residence means residence for a total of at least seven years out of the preceding ten. Commonwealth citizens and aliens who were lawfully resident in Malaya on 1st August, 1953, are in almost all cases permitted to return after short absences. The entry of all newcomers to the territory (other than on short visits) is prohibited unless they fall within one or other of the categories mentioned in the Immigration (Prohibition of Entry) Order.

Singapore and the Federation have separate Immigration Departments under Controllers working in the closest collaboration to substantially identical laws. They are responsible for the issue of passports and other documents, for checking passengers and crews and for matters relating to nationality.

MIGRATION, 1953

	<i>Arrivals</i> <i>Pan-Malayan</i>		<i>Departures</i> <i>Pan-Malayan</i>		<i>Migrational</i> <i>Surplus</i> <i>Pan-Malayan</i>		<i>Estimated</i> <i>Migrational</i> <i>Surplus for</i> <i>Singapore</i>	
	<i>Male</i>	<i>Female</i>	<i>Male</i>	<i>Female</i>	<i>Male</i>	<i>Female</i>	<i>Male</i>	<i>Female</i>
Chinese ..	46,490	20,655	56,186	17,364	— 9,696	+ 3,291	— 2,705	+ 958
Malaysians ..	62,446	55,539	56,106	53,391	+ 6,340	+ 2,148	+ 317	+ 92
Indians and Pakistanis ..	55,279	8,467	32,960	5,377	+ 22,319	+ 3,090	+ 3,058	+ 256
Europeans ..	24,258	11,263	24,737	10,361	— 479	+ 902	— 243	+ 483
Eurasians ..	341	243	309	200	+ 32	+ 43	+ 16	+ 20
Others ..	15,651	7,646	14,438	7,495	+ 1,213	+ 151	+ 188	+ 23
Totals ..	204,465	103,813	184,736	94,188	+ 19,729	+ 9,625	+ 631	+ 1,832

Of all the arrivals 102,413 took place through Singapore and of all the departures 103,065 took place through Singapore.

As a result of increasing restrictions on the entry of aliens since the early 1930's the population has become more settled and its second and subsequent generations have been born in the Colony, and are therefore British subjects.

PERCENTAGE OF LOCALLY BORN IN THE TOTAL POPULATION

		1921	1931	1947	1953*
Both Sexes ..	..	31.0	39.0	60.7	72
Males ..	..	23.4	31.1	56.2	68
Females ..	..	47.1	52.7	66.2	76

* Tentative estimates.

There are, of course, many families whose forbears immigrated several generations ago. Notable amongst these are the so called Straits Chinese who have developed a speech and customs considerably different from those of present-day immigrants from China.

It is necessary to guard against unlawful immigration from the neighbouring territories whose populations exert a great pressure and tend to be attracted by living conditions in Singapore. The Marine Police and the Immigration Department, also the Customs Department, employ their launches and other facilities to prevent clandestine immigration. In addition a national registration system was introduced in 1948 as an emergency measure. Every person over the age of twelve is required to obtain an Identity Card unless his stay in Singapore is for less than thirty days. The issue of cards is linked to the immigration control system. They are liable to scrutiny by any Police constable. The Commissioner of National Registration issues an average of 60,000 new cards a year and a further 33,000 to replace lost or damaged cards. As in most other countries aliens who are resident in the Colony are required to register their names, addresses and other particulars. Chinese and Indonesians are not required to register but the nationals of other countries must report to the Registrar of Aliens after fourteen days' stay. In 1953 a total of 1,251 new persons were registered and at the end of the year there were 1,813 aliens of 44 nationalities remaining on the books as resident for over one month. Hotels and lodging houses are required to keep registers of arrivals and departures.

GENERAL

A comparison of the figures in the preceding tables shows the great excess of births over deaths which is not offset by emigration. The results are shown in the graph on page 10.

Almost every aspect of social and economic activity is affected by this. The population is at present increasing by about 3 per cent per annum cumulatively, and at the present rate of increase, it will reach two millions by 1972. About 10,000 males each year are seeking new employment, and this figure will rise in the course of time. If schools are to accommodate all children they must provide some 35-40,000 new places every year for those who reach school age. Large numbers of people are still badly housed and require extensive rehousing. Quite apart from these, however, the housing of each year's increase in population would require about \$40 millions on even the most economic scale. Against these and many other consumer demands the national income does not rise steadily. It fluctuates with the commercial success of this small maritime island in the markets of the world.



Occupations, Wages and Labour Organization

SINGAPORE is not an island of big industries in the sense in which the term is understood elsewhere but has a large number of small industries serving its needs as a major port, military base and entrepôt trade centre. Until the 1920's the demand for labour attracted large numbers of immigrants from India and China and legislation was directed mainly to their protection and the adjudication of disputes between the immigrants and their employers. A more detailed account of this migration is given at page 17. The position now is that the immigration of manual workers has almost ceased. The population has become settled and labour administration has been able to turn to the problems of conditions of work, industrial safety and industrial relations.

The Labour Department of the Government has thus developed from its earlier preoccupation with immigrant manual labour to cover an increasingly wide range of workers and industrial activities. It is still primarily concerned with manual workers and stands in a position of impartiality between them and their employers. The Labour Department has its offices in the centre of the city. Its duties now include the administration of the laws governing the employment of manual workers, the use of machinery, the registration of trade unions, the enforcement of weekly holidays for shop assistants and the employment of children. It administers certain parts of the laws relating to industrial courts, wages councils and workmen's compensation. Apart from this the department also undertakes to advise trade unions on the general conduct of their

affairs, offers conciliation in industrial disputes, advises Government departments on personnel problems and the welfare of staff and maintains an employment exchange service. Some 3,000 visits of inspection to places of employment were made during the year. Actual expenditure for the department for 1953 was \$708,562. The Commissioner for Labour is chairman of a Labour Advisory Board which advises the Government on labour matters and has representatives from employers and employees. At meetings during the year, the Board discussed such subjects as new factories legislation, 'certificates of fitness' under the Machinery Ordinance, apprenticeship, 'Training within Industry', branch labour exchanges, industrial relations and the development of trade unions.

A delegation from Singapore, consisting of two Government delegates, one delegate representing employers and another representing workers, attended the Asian Regional International Labour Organization Conference at Tokyo in September, 1953. The International Confederation of Free Trade Unions' Asian Regional Conference also held at Tokyo was attended by a representative of the Singapore Trade Union Congress.

EMPLOYMENT

Although no complete figures since the 1947 Census are available, it is estimated that out of Singapore's total population of 1,123,000 about 425,000 persons are gainfully employed. This figure includes administrative, managerial and clerical workers, shop assistants, domestic servants and so on, as well as manual workers. The Labour Department conducts a half yearly census of manual workers employed in the Colony.

MANUAL WORKERS IN EMPLOYMENT (in round figures)

	1951	1952	1953
31st March ...	108,000	116,000	115,600
30th September ...	113,400	117,000	119,000

During 1953 it was decided to exclude from this census taxi drivers and trishaw riders who had previously been counted as manual workers. For purposes of comparison the figures for previous years have been adjusted to the basis adopted in 1953.

Part of the increase in the figures for 1953 is due to better completion of returns by employers, a process which is being constantly improved. After allowing for this it is estimated that the number of manual workers actually employed in the Colony has increased by an average of 2 per cent per annum over the last three years. An increase of about this amount is necessary to keep pace with the

natural increase of population. During 1953 the real increase was about 1 per cent. A slightly less favourable position for manual workers in the labour market can be inferred and is confirmed by experience in the Government employment exchange. No records since the 1947 Census are available to show the employment level in non-manual occupations, but it is known from other sources that there are some 17,000 retail shops in Singapore and an estimated total of 65,000 persons engaged in distributive trades.

Manual Workers in Industry

The Labour Department's register contains a list of 162 different industries arranged for convenience in divisions and groups. Of the individual industries 52 employing an average of more than 500 manual workers each are regarded as principal industries. The register is concerned only with manual workers.

DISTRIBUTION OF MANUAL WORKERS TO INDUSTRIAL DIVISIONS

<i>Industrial division</i>				<i>March 1953</i>	<i>September 1953</i>
Agriculture, forestry, fishing	...	...	...	2,605	2,443
Mining and quarrying	...	...	...	1,461	1,524
Manufacturing	...	...	...	54,764	55,535
Construction	...	...	...	15,043	16,510
Electricity, gas, water and sanitary services	...	...	...	6,963	7,063
Commerce	...	...	...	5,165	7,306
Transport, storage and communication	...	...	...	19,029	18,905
Services	...	...	...	10,600	9,739
Total				115,630	119,025

The March figures have been adjusted in the light of better information regarding some employers and therefore differ slightly from figures previously published elsewhere.

In the table above the industrial division 'Services' includes community and business services, recreation services, personal services and those Government services which are not otherwise specified. Where it has been possible to classify Navy, Army and Air Force labourers more appropriately in some other division this has been done, e.g. Naval Base labourers engaged in shipbuilding and repairing are included in the Manufacturing division. The increases between March and September of approximately 2,300 labourers employed in the manufacturing and construction divisions appear to be real increases and show a welcome tendency. The increase of about 2,000 in commerce is mainly due to the wider coverage of small employers.

MANUAL WORKERS EMPLOYED IN FIFTEEN LARGEST INDUSTRIES

<i>Industry</i>	<i>March 1953</i>	<i>September 1953</i>
Ship building and repairing, including marine engineering	10,545	10,474
Building	7,143	8,564
Manufacture of machinery, except electric machinery, including general, construction and mechanical engineering	6,246	6,600
Other construction, repair and demolishing work not elsewhere classified ...	5,854	6,491
Harbours, docks, landing stages, light houses, tug, lighter and ferry services (Government and Harbour Board) ...	5,507	5,169
Repair of motor vehicles and motor cycles	4,135	4,815
Road transport not elsewhere classified, including cartage and haulage ...	4,743	4,690
Rubber grading and packing ...	4,368	4,188
Tramway and omnibus operators ...	3,589	3,675
Rubber milling	2,408	3,259
Sanitary services	3,106	3,124
Stevedore and lighterage services (excluding Government and Harbour Board)	2,944	2,963
Printing, book-binding and art and engraving works	2,140	2,447
Air Force establishments not elsewhere classified	3,279	2,376
Electric light and power	2,004	2,156

The table on the previous page emphasises the particular importance to Singapore of communications whether by sea, land or air.

DISTRIBUTION OF MANUAL WORKERS TO EMPLOYERS

		1952*	1953
		September	September
United Kingdom Departments	...	268	272
Government	...	4,180	4,821
City Council	...	9,816	10,034
Singapore Harbour Board	...	7,732	7,581
Singapore Improvement Trust	...	360	407
Armed Services	...	18,607	20,656
Private enterprise	...	75,994	75,254
Total	...	116,957	119,025

* Figures adjusted for comparison with 1953 figures. See also page 206.

Employment Exchange

Registration for employment has been entirely voluntary since the Exchange was first opened in 1946. Although it is widely used by workers and employers of many industries its figures are not comprehensive and do not provide an exact basis for estimating the extent of unemployment. They do, however, show an increasing difficulty in finding jobs.

Considerable publicity was given in the press to the retrenchment of workers in certain cases but the numbers involved were in fact only a few hundreds and, as the department's census has shown, those losses were balanced by increases elsewhere. Except in boom conditions the normal ups and downs of particular industries must inevitably produce some casual unemployment. There is no marked seasonal fluctuation in employment in Singapore and such fluctuations as have occurred have been mainly due to the state of the market in particular commodities.

EMPLOYMENT EXCHANGE

	1951	1952	1953
Monthly average of new registrations	1,228	1,432	1,641
Monthly average of vacancies notified to the exchange	2,027	1,534	867
Monthly average of persons placed in employment	819	831	588

The number of persons placed in employment each month was at its highest figure of 824 in March and declined to 372 in December. Efforts were made to interest still more employers in the service offered by the exchange but most small Asian employers still prefer to recruit by personal introduction. Facilities for interviews, including interpreters, are given to prospective employers. Special

arrangements were also made for dealing with temporary Government employees who became redundant as a result of the reorganization of various departments. The applicants for employment undoubtedly include some who are looking for better jobs and the figures to some extent reflect under-employment rather than unemployment.

The available evidence seems to show that since the boom conditions in 1951 when the demand for labour exceeded the supply, the disparity has gradually lessened. During the first half of 1953 a state of equilibrium had been reached, but by the end of the year there was a small but distinct surplus of labour. This was confined almost entirely to unskilled and semi-skilled manual workers, lower grade clerks and shop assistants; juveniles in particular found it less easy to get employment. By the end of the year it was apparent that some applicants had been continuously without employment for periods of several months. An indication of the extent of long-standing unemployment is the total of 555 persons registered with the exchange who were granted public assistance during the last quarter of 1953 owing to unemployment for a period longer than one month (see page 111). During 1953 the volume of unemployment remained at all times well within the capacity of existing arrangements to prevent widespread distress.

Migrant Labour

In marked contrast with the earlier decades of the century when the migration of labourers from China and India reached a very high level few migrant labourers are now admitted. Most of those who arrived during the year were Indians, mainly unskilled labourers, clerks or shop assistants, for whom there is a very limited demand. It was in fact found that one in every six new applicants for employment at the exchange was an Indian who had first arrived in Singapore during the previous twelve months. The enforcement of new immigration regulations from 1st August, 1953 reduced the flow of these new arrivals to a trickle.

New industries have continued to face a lack of skilled artisans and semi-professional engineers among local workers. To carry out skilled tasks for which no local workers are available workers from Hong Kong have been admitted in small numbers for limited periods. Cotton spinning is an example (see illustration opposite page 72). The general intention is that these skilled immigrant workers should help in the establishment of new industries and train local workers to take over from them. Whilst in Singapore

the immigrant workers enjoy all the benefits of local legislation and suffer no legal disability other than the limitation on their period of residence.

From time to time small numbers of workers, mainly skilled and semi-skilled Chinese artisans, are recruited in Singapore for work in oil fields, sawmills and fisheries in Sarawak, Brunei and North Borneo.

WAGES AND HOURS OF WORK

Wages

A sample survey of average weekly earnings and hours of work in the 52 principal industries of Singapore was conducted in the last week of July in accordance with the requirements of Convention No. 63 of the International Labour Organization. The 386 undertakings sampled cover about 85 per cent of the labour population. Comparison shows that the overall average weekly earnings for all manual workers decreased only slightly from \$31.43 in 1952 to \$31 in 1953. Average hourly earnings increased from 62 cents an hour in 1952 to 63 cents an hour in 1953, indicating that fewer hours per week were worked in 1953. There was also a marked tendency for the ranges of earnings to converge around the average.

Just over 60 per cent of all labourers will qualify for gratuities on retirement under existing schemes. A Central Provident Fund Ordinance was enacted in 1953. When it is brought into force some 200,000 employed persons and their employers will be required to contribute to a fund from which retirement benefits will be paid. Many firms already have pension schemes or provident funds of their own.

There is provision in the Labour Ordinance for the adjudication of claims between manual workers and their employers relating to wages, advances and conditions of employment. These disputes are heard by officers of the Labour Department whose decisions have the force of District Court judgments but whose procedure has less formality than in the Courts and involves no fees.

WORKERS' CLAIMS

	1952	1953
Cases instituted during the year ...	329	494
Claims successful in the year ...	181	248
Total sum ordered to be paid ...	\$97,918	\$147,747
Sum actually paid ...	\$34,187	\$ 59,759
Cases carried forward to following year ...	16	21

Many cases are instituted because employers have either absconded or are in financial difficulties; it is never possible to secure payment of all the amounts ordered.

Hours of Work

There was a tendency in 1953 for the average weekly hours of work in the various industries to converge on the general average of 49.9 hours per week. Average weekly hours of work fell by half an hour for adult males and two and a half hours for adult females as compared with 1952. The sample survey showed that nearly 90 per cent of the undertakings now work a standard eight-hour day. About 40 per cent of them pay time and a half for overtime and 30 per cent of them pay double time. For 68 per cent of the undertakings a six-day working week was the standard and although 19 per cent remained open for seven days a week they were mostly quite small and it was the usual practice for workers to take a day off when they wished. For the great majority of labourers a six-day week, eight-hour day and overtime at the rate of time and a half are now standard. Night work is uncommon and usually found regularly only in public utility undertakings and in the fishing industry. A textile factory has found working conditions better at night and is the one important exception to the general rule. In other industries night work is carried on when it is necessary to take advantage of market conditions, e.g. aerated water factories for a few weeks before Chinese New Year, or pineapple canneries during the season. No women or juveniles may work at night.

Under the Labour Ordinance no labourer can be compelled to work more than six days a week nor more than six consecutive hours at a time nor more than nine hours a day of actual labour. The law also regulates the hours of work of juveniles.

By an amendment to the Labour Ordinance enacted in March, 1953 every labourer became entitled to a paid holiday (or double wages in lieu) on each of eleven scheduled public holidays a year. By agreement between the employer and the worker any other days may be substituted for the scheduled days. The Government, the City Council, the Singapore Harbour Board and the United Kingdom Armed Forces give their labourers a total of fifteen paid holidays (including public holidays) and most other big employers give as many or more.

There were 15,798 shops which are obliged under the Weekly Holidays Ordinance to close for one whole day in every week; inspections were frequently made to ensure compliance. Although evasion still continued there was noticeable improvement during

the year and only 260 convictions were obtained against 315 in 1952. Vigilance by inspectors is still necessary but public co-operation is steadily increasing.

Cost of Living

Index numbers are based on arbitrary budgets similar to those in use pre-war with modifications particularly in respect of rationed foodstuffs.

SINGAPORE COST OF LIVING INDEX NUMBERS (1939=100)

<i>European Standard</i>				<i>Weights 1939</i>	<i>Dec. 1952</i>	<i>June 1953</i>	<i>Dec. 1953</i>
All Items	...	...	...	100.0	237.6	239.7	235.9
Food and groceries	...	...	...	15.9	364.0	377.3	355.4
Liquor, aerated waters and tobacco	...	...	...	6.1	277.8	279.5	279.4
Servants	...	...	...	17.0	279.7	279.7	279.7
Light and water	...	...	...	2.4	128.5	133.1	133.1
Transport	...	...	...	6.1	219.7	207.5	206.7
Education	...	...	...	21.2	167.3	169.7	168.2
Clothing	...	...	...	7.8	341.9	341.9	341.9
Recreation	...	...	...	7.5	217.3	218.2	218.1
Rent	...	...	...	16.0	126.9	126.9	126.9
<i>Asian Standard</i>							
All Items	...	...	...	100.0	342.0	346.8	332.8
Food and groceries	...	...	...	39.1	474.3	488.5	460.1
Tobacco	...	...	...	2.7	300.0	300.0	300.0
Servants	...	...	...	12.5	279.6	279.6	279.6
Light and water	...	...	...	4.5	184.2	182.5	178.9
Transport	...	...	...	8.4	219.7	207.5	206.7
Education	...	...	...	8.7	207.5	210.7	203.8
Clothing	...	...	...	8.1	619.6	619.6	594.8
Rent	...	...	...	16.0	116.2	116.2	116.2

On the whole there was a very small downward trend in retail prices ranging from items of food and groceries to petrol, lubricating oil, kerosene, and tyres and tubes. Water rates however increased from January 1953 by 10 per cent and remained constant throughout the year. The post-war variation in rent was according to the ruling of the Rent Conciliation Board.

AVERAGE MONTHLY RETAIL PRICES
(selected foodstuffs)

Article	Unit	Annual Average 1939	Annual Average 1952	Monthly Average June 1953	Monthly Average Dec., 1953
		\$ c.	\$ c.	\$ c.	\$ c.
Beef, stew or curry	.. Kati	0 31	1 68	1 72	1 70
Mutton	.. ..	0 52	1 81	1 80	1 80
Pork (1st quality)	.. ..	0 36	2 37	2 30	2 33
Fowls	.. ..	0 32	2 01	2 04	1 76
Fowl's eggs	.. .. 10	0 28	1 65	1 68	1 54
Fish, kurau	.. .. Kati	0 40	2 85	2 82	2 80
Fish, merah (snapper)	.. ..	0 31	0 91	0 89	0 83
Fish, Tenggiri (Spanish mackerel)	.. ..	0 28	1 61	1 68	1 62
Beans, long	.. ..	0 08	0 38	0 38	0 30
Beetroot	.. ..	0 12	0 49	0 61	0 48
Cabbage	.. ..	0 08	0 41	0 48	0 38
Carrots	.. ..	0 11	0 43	0 46	0 44
		0 04	0 24	0 28	0 20
Corrigendum		0 10	0 81	0 80	0 70
		0 05	0 24	0 25	0 21
In the second last line of the table on p. 29, Rice (Government ration), substitute the retail price of "0 33 0 37 0 34" for "0 15 0 17 0 14".		0 05	0 20	0 18	0 20
		0 06	0 27	0 30	0 24
		0 07	0 30	0 30	0 30
		0 08	0 69	0 71	0 67
		0 24	1 18	1 10	1 30
Fresh m... ..	.. ..	..	0 70	0 70	0 70
Rice (Government ration)	Kati	..	0 15	0 17	0 14
Sugar (Government ration)	..	0 07	0 33	0 35	0 30

The Kati, variously spelled, is 1½ imperial pounds.

INDUSTRIAL RELATIONS

The policy of the Government is to foster the growth of healthy trade unions and assist whenever possible in establishing negotiating machinery. The services of a Trade Union Adviser are available if required. The conduct of trade unions is regulated by the Trade Union Ordinance, 1940 and a Registry of Trade Unions forms part of the Labour Department. For those industries which possess inadequate negotiating machinery of their own the Wages Council Ordinance, 1953 provides for minimum wages and conditions of employment to be laid down by wages councils when this is shown by formal enquiry to be necessary. If a dispute arises which cannot be settled by negotiation or conciliation, the Commissioner for Labour can, with the consent of both parties, refer the matter under the Industrial Courts Ordinance, 1940 either to the Industrial Court or to arbitration for settlement.

GROWTH OF WORKERS' TRADE UNIONS

	<i>Unions formed</i>	<i>Unions dissolved</i>	<i>Unions remaining at end of year</i>	<i>Membership at end of year</i>
1946 ...	8	—	8	18,673
1947 ...	118	—	126	96,060
1948 ...	10	18	118	74,367
1949 ...	9	34	93	47,301
1950 ...	6	8	91	48,595
1951 ...	18	2	107	58,322
1952 ...	19	4	122	63,831
1953 ...	20	9*	133	73,566

* Five were 'house' unions with membership confined to a single undertaking and three of these dissolved so that the members could join 'general' unions. The figures for membership are those claimed by the unions and are probably too high as there is a general reluctance to strike off the names of lapsed members.

The number of employers' unions increased by one in 1953 to a total of 43 with a membership of 5,240. Federations of trade unions remained at four. Of these the Singapore Trades Union Congress maintained its connection with the International Confederation of Free Trade Unions, and the reopening of the office of the Confederation in Singapore has facilitated the exchange of information between the two bodies.

TRADE UNIONS

(31st December, 1953)

<i>Industrial Division (as in table on page 22)</i>	<i>Unions of Employers</i>		<i>Unions of Employees</i>	
	<i>No. of Unions</i>	<i>Member- ship</i>	<i>No. of Unions</i>	<i>Member- ship</i>
Agriculture ...	—	—	1	227
Mining and quarrying ...	—	—	2	656
Manufacturing ...	12	552	34	19,518
Construction ...	1	61	5	2,551
Electricity and other utilities	—	—	6	4,511
Commerce ...	14	1,315	6	2,200
Transport, etc. ...	7	1,553	35	15,153
Services ...	8	1,718	38	21,618
Mixed ...	1	41	6	7,132
Totals ...	43	5,240	133	73,566

Joint Consultation

There was no change in the number of permanent bodies for negotiation between employers and employees. Seven joint committees represent employers and employees of the three armed services, postal and medical departments, the lighterage industry and the hairdressing trade. A Council for Negotiation was set up for specific negotiations on Government salaries as mentioned below. Every effort has been made to foster works' committees in the larger undertakings but in many cases these failed in the early stages because union officials not employed in the undertaking and therefore excluded from the works' committee put pressure on their members to fall out after only one or two meetings.

Trade Disputes

During the year eighty-eight disputes came to the notice of the Labour Department as compared with sixty-eight in 1952. Four of these disputes resulted in a stoppage of work, the same number as in 1952.

Despite the lack of success with works' committees during 1953, it was noticeable that employers and employees or their unions were showing, presumably under increasing economic pressure, a greater willingness than before to discuss their differences together. Despite the increase in the number of disputes notified, industrial unrest remained at much the same low level as in other recent years. In many disputes the parties were assisted in their negotiations by the Labour Department's conciliation officer who frequently guided the parties to a settlement by amicable agreement.

In the Naval Base dispute which started at the end of 1952 arbitration was actually under discussion when a strike began. It was called off when both parties agreed to arbitration by an independent arbitrator nominated by the Governor assisted by two assessors, one nominated from each side. Mr. John Cameron, Q.C., who had had considerable experience in industrial court work in the United Kingdom was chosen for the task. The arbitration was successful; both sides accepted the award. Shortly afterwards the Government and two unions representing clerical workers failed to reach agreement on certain points in a dispute. It was decided to submit these points to arbitration by a sole arbitrator, Mr. Yong Pung How, whose award was duly accepted. Throughout the year unions of Government employees were active in making claims and the Government was almost continuously involved in negotiations.

Most important were those arising out of a report by Sir Edward Ritson on the pay of Government officers which was written with regard to the principle that remuneration should not normally vary with the family circumstances of the employee. This report was published in the middle of the year. A Council of Joint Action was formed amongst bodies representative of locally domiciled Government servants and after lengthy discussions with the Government in a Council for Negotiation provisional agreement affecting most grades of employees had been reached by the end of the year.

Strikes involved a loss of 47,361 man-days as compared with 40,105 in 1952. This represents the low figure of 1/9th of a man-day lost for each of the estimated 425,000 persons gainfully occupied. This figure is the same as the corresponding loss for the United Kingdom over the same period.

SAFETY, HEALTH AND WELFARE

During the year a number of well designed and soundly constructed new factories of a modern type came into production. They and a number of other factories built since the war have good lighting, ventilation, first aid and welfare facilities; in fact working conditions in them are as good as in comparable factories in the United Kingdom or U.S.A. These new factories employ from 50 to 300 persons each compared with the many older type factories employing under 30 persons. It is clear that a steadily increasing proportion of Singapore's workers is employed under good conditions. Many old slum factories still remain. In normal times they work on such small margins of profit that, faced with demands for improvements they may be obliged to close down.

Factory Safety

Although production in Singapore factories slackened during 1953 inspections of machinery by the Machinery Branch of the Labour Department have continued at the level of recent years because most operators have preferred to keep their idle machines ready for operation at short notice.

MACHINERY INSPECTION

		1952	1953
Boilers ...	...	229	231
Generators ...	...	291	316
Gasholders ...	...	425	460
Vulcanizers ...	...	64	70
Other Machinery ...	...	845	901

Much attention was devoted during the year to the prevention of accidents by improvements to the fencing and guarding of machinery. The standards have been particularly low in the older factories but much better precautions are now demanded of machine owners than has been possible in the past. Even the co-operative factory owner anxious to improve standards is often handicapped by limited knowledge and lack of technical literature in a suitable language. Inspectors have spent much time assisting them. An officer of the United Kingdom Inspectorate of Factories seconded to the Labour Department has made a survey of working conditions in Singapore factories and is now preparing proposals for additional legislation required to enforce improved standards of safety.

Workmen's Compensation

Compensation to workmen who suffer industrial injuries or death caused by accident or industrial disease is payable by their employers under the Workmen's Compensation Ordinance.

Most cases are settled without dispute but when an employer does not acknowledge liability the case is heard by a Commissioner for Workmen's Compensation. In these hearings the injured workmen or their dependants are represented by an officer of the Labour Department which also administers the moneys involved. A total sum of \$201,761 was paid as compensation in 1953.

INDUSTRIAL ACCIDENTS

	1952	1953
	<i>No. of cases</i>	<i>No. of cases</i>
Fatal accidents	40	35
Permanent disablement (over 20% disability)	36	24
Permanent disablement (under 20% disability)	65	71
Temporary disablement	2,700	3,162

Welfare

A most important welfare consideration is the housing of workers. The Government, the City Council, the Singapore Harbour Board, the Singapore Improvement Trust and many private employers provide houses for a large proportion of their workers (see page 85). However, the provision of housing is now conceded to be mainly a problem not for employers but for the community as a whole. Much remains to be carried out in future and a master plan for the development of the whole island to include the location of new industries and the housing of workers is being prepared.

By the Seats for Shop Assistants Ordinance it has been made compulsory for shopkeepers to provide seats for their assistants. The Government and some other employers have personnel and welfare officers whose concern it is to investigate grievances before they amount to quarrels. As a result of earlier abuses particular care is taken in the case of children between the ages of twelve and seventeen taking part in public entertainments. These are required to hold licences under the Children and Young Persons Ordinance. The theatres, wayangs, cafes and cabarets where they are employed are all frequently inspected by Labour Department officers. At the end of the year there were 293 child entertainers, mostly Chinese, under regular supervision. No cases of serious ill-treatment were discovered. The Labour Ordinance provides for many other benefits to workers not enumerated above. These include paid maternity leave for female workers for the months immediately before and after childbirth, provisions as to the housing of workers and their medical care and so forth.

INDUSTRIAL TRAINING

During the year a small pilot scheme for the pre-apprenticeship training of bricklayers was developed by the Labour and Education Departments acting in collaboration with building trade associations. It will be put into operation in early 1954.

Arrangements for the training of local workers by skilled artisans admitted from Hong Kong for this express purpose have been made in a new textile factory and in firms engaged in the installation of neon lighting, terrazzo and mosaic work. A beginning has been made with the training of disabled persons for industry; a number of them have been placed in industrial establishments and commercial training schools for six-month training courses. Fees for their training and subsistence allowances are paid by the Labour Department. Towards the end of 1953 a survey of the problem of industrial training was made. There are very few adequate schemes of apprenticeship. Some firms are operating schemes but under great difficulties, because the 'apprentices' can leave after acquiring a little skill to find employment with competitors. Standards of skill among craftsmen in Singapore consequently tend to be low in comparison with more highly industrialized countries. Proposals for putting apprenticeship on a sounder basis are in the course of preparation.



Public Finance and Taxation

DURING the year under review the finances of the Colony were satisfactorily maintained. When the budget was first presented, it was estimated that there would be a deficit on the year's working of \$10.2 millions but it became evident as the year progressed that instead there would be a substantial surplus owing to increased collections of revenue and to expenditure being below the estimate. The actual surplus proved to be as much as \$68.7 millions.

The general revenue balance at the end of the year amounted to \$172 millions, provision having been made before the balance was reached for the creation of a Development Fund of \$50 millions together with a Special Reserve Fund of \$100 millions and for the liquidation of the Opium Reserve Fund. A sum of \$49.7 millions standing in the Opium Reserve Fund was transferred to the Special Reserve Fund. The Development Fund was created for the purpose of accumulating funds in order to ensure that the Colony will be able to continue with its development plans during periods when current resources prove to be inadequate.

The final figures for the year show that revenue was \$238.5 millions, an increase of \$38.4 millions over the original estimate of \$200.1 millions. This increase is largely accounted for by additional receipts from income tax which were \$43.2 millions higher than estimated owing to the expansion in business activities which took place during the preceding year. On the other hand, collections from other important sources notably stamp, petroleum and tobacco duties, and also totalisator bets and sweepstakes, fell slightly short of the original estimates. Receipts from income tax and from liquor, petroleum and tobacco duties amounted to \$174.2 millions or 73.06 per cent of the total revenue of the Colony.

GOVERNMENT OF
REVENUE AND

REVENUE HEAD	1951	1952	1953
	\$	\$	\$
Class I			
Licences, Excise and Internal Revenue not otherwise classified:—			
(a) Entertainments Duty	4,545,625	5,232,188	5,378,822
(b) Estate Duties	4,325,501	4,577,853	3,999,144
(c) Income Tax	50,458,526	72,760,004	103,216,653*
(d) Liquors	19,819,704	22,145,719	21,522,272
(e) Petroleum Revenue	12,048,013	14,006,475	15,124,303
(f) Stamp Duties	1,523,832	1,725,710	1,795,283
(g) Tobacco Duties	32,291,826	33,727,758	34,396,211
(h) Totalisator and Sweepstakes ..	4,529,661	4,205,895	3,913,854
(i) Others	5,408,838	6,039,462	6,502,904
Total ..	134,951,546	164,421,064	195,849,446
Class II			
Fees of Court or Office, Payments for Specific Services and Reimbursements-in-Aid	14,127,734	15,647,679	11,855,101
Class III			
Posts and Telecommunications ..	11,463,396	12,531,184	13,582,072
Class IV			
Rents	2,909,745	3,072,693	2,943,822
Interests:—			
(a) Interest on Investments ..	1,215,979	2,552,941	4,129,581
(b) Interest from Opium Revenue Replacement Reserve Fund ..	1,865,137	1,929,742	1,927,573
(c) Others	2,693,421	1,326,834	2,070,860
Total ..	8,684,282	8,882,210	11,071,836
Class V			
Miscellaneous Receipts	5,530,480	8,800,160	5,010,991
Land Sales and Premia on Grants ..	25,581	55,441	67,428
Total ..	5,556,061	8,855,601	5,078,419
Class VI			
Grants under the Colonial Development and Welfare Act	512,814	223,948	1,081,954
Total ..	175,295,833	210,561,686	238,518,828

* Includes \$15,982,200 collected on behalf of the Federation of Malaya.

SINGAPORE

EXPENDITURE

EXPENDITURE HEAD	1951	1952	1953
	\$	\$	\$
1. Charge on account of Public Debt ..	5,950,000	5,950,000	5,950,000
2. Pensions, Retired Allowances, Gratuities, etc. ..	5,041,180	5,276,959	6,509,338
3. Charitable Allowances and Contributions ..	247,217	330,210	390,601
4. Commissioner-General ..	606,616	632,216	593,654
5. Governor ..	304,629	346,366	279,845
Administrative Service, Part I ..	84,152	..	..
General Clerical Service ..	3,726,914	..	..
6. Colonial Secretary ..	1,425,528	2,046,292	1,731,122
7. Agricultural ..	28,975	34,871	42,381
8. Audit ..	165,751	398,548	472,805
9. Broadcasting ..	2,093,774	2,546,251	2,765,474
10. Chemistry ..	207,087	242,637	226,511
11. Chinese Secretariat ..	189,258	225,120	244,405
12. Civil Aviation ..	1,187,720	8,439,627	5,264,037
13. Commerce and Industry ..	..	..	235,772
14. Co-operative Development ..	32,244	65,271	54,844
15. Customs and Excise ..	1,927,497	2,375,408	2,814,150
16. Defence Services ..	3,493,617	6,759,772	7,775,161
17. Education ..	12,433,271	15,401,467	17,422,191
18. Estate Duty and Stamp Offices ..	110,614	116,976	162,098
19. Film Censorship ..	150,941	557,861	211,025
20. Fisheries ..	143,135	268,161	311,095
21. Foreign Exchange Control ..	233,761	279,378	286,809
22. Forests ..	56,214	64,923	63,850
23. Gardens, Botanical ..	310,153	369,894	367,331
24. Immigration and Passports ..	499,402	696,319	791,909
25. Imports and Exports Control ..	266,688	314,062	297,406
26. Income Tax ..	667,746	1,019,677	1,255,773
27. Judicial ..	1,001,275	1,192,089	1,309,987
28. Labour ..	395,147	559,947	708,562
29. Land and District Offices ..	396,568	617,870	669,701
30. Legal ..	185,675	225,202	234,086
31. Marine ..	687,368	852,736	1,125,565
32. Marine Surveys ..	124,074	153,306	153,324
33. Medical and Health ..	12,047,616	14,972,927	16,616,731
34. Meteorological ..	507,203	596,305	671,237
35. Miscellaneous Services ..	25,212,345	37,178,678	24,971,941
36. Museum and Library, Raffles ..	164,458	201,483	216,511
37. Official Assignee and Public Trustee ..	148,041	222,497	273,085
38. Police ..	17,077,920	20,297,309	20,790,335
39. Postal Services ..	5,684,446	6,808,849	7,271,711
40. Printing Office ..	1,459,349	1,768,813	1,329,417
41. Prisons ..	1,869,926	2,281,198	1,999,911
42. Public Relations ..	..	..	396,685
43. Public Services Commission ..	81,283	89,081	94,412
44. Public Works ..	1,315,902	1,839,207	2,931,975
45. Public Works, Recurrent ..	4,620,371	5,675,611	5,091,783
46. Public Works, Non-Recurrent ..	6,630,466	8,075,696	9,988,083
47. Registry of Marriages ..	4,862	15,573	17,993
48. Social Welfare ..	2,079,806	3,491,157	5,483,535
49. Statistics ..	384,060	816,186	754,657
50. Survey ..	449,297	586,932	895,848
51. Telecommunications ..	2,574,592	3,075,632	4,182,835
52. Trade Marks Registry ..	36,553	81,096	111,532
Trade Unions (now included under Labour) ..	..	..	..
53. Treasury ..	50,685	55,154	..
54. Veterinary ..	247,659	508,258	627,654
55. Colonial Development and Welfare Schemes ..	150,371	216,109	262,766
	227,781	540,905	4,029,099
Total ..	127,397,183	167,754,072	169,730,548

Expenditure amounted to \$169.7 millions which was considerably below the original estimate of \$210.3 millions before allowing for net supplementary expenditure of \$29.6 millions which was authorized during the year. The under-expenditure against the total provision of \$239.9 millions arose as a result of difficulties connected with the recruitment of staff and the supply of materials and equipment. These difficulties have now been largely overcome and it is hoped that the heavy building programme to which the Colony is committed under its medical, education and other development plans will be completed in good time.

Turning to particular heads of expenditure, \$17.4 millions was expended on education representing an increase of \$2 millions over the expenditure of the previous year, whilst expenditure on medical and health services increased by \$1.64 millions to \$16.61 millions. Not included in these figures are considerable sums spent from Public Works Department votes on the construction and upkeep of schools and hospitals. Further details of education and medical finance are given on pages 89 and 102. Expenditure of \$20.79 millions on Police services showed little change. A sum of \$24.9 millions was spent under Miscellaneous Services showing a decrease of \$12.2 millions in comparison with expenditure during 1952.

GOVERNMENT REVENUE AND EXPENDITURE

		1951		1952		1953	
		\$	c.	\$	c.	\$	c.
Revenue	.. ..	175,295,833	25	210,561,686	37	238,518,828	53
Expenditure	.. ..	127,397,182	72	167,754,072	53	169,730,548	75
Surplus	..	47,898,650	53	42,807,613	84	68,788,279	78

Full details of the revenue and expenditure figures in respect of 1951, 1952 and 1953 are given in the comparative statement on the previous page. A statement of assets and liabilities is included at pages 40 and 41.

FINANCIAL ADMINISTRATION

Administrative control of Government financial transactions is exercised by the Finance Branch of the Colonial Secretary's Office under the Financial Secretary. Other officers of the branch include two Deputy Financial Secretaries, one of whom was appointed during the year as an economic specialist, and three Assistant Secretaries. The Financial Secretary is an *ex-officio* member of both the Executive and Legislative Councils and is Chairman of the Finance and Estimates Committees of the Legislative Council.

The Finance Committee of the Legislative Council consisting of the Financial Secretary and five unofficial members of the Council sits at frequent intervals during the year and considers all applications from departments for funds supplementary to the amounts approved in the Supply Ordinance. Amounts which are passed by the Committee are subsequently included in schedules and submitted from time to time to the Legislative Council for approval.

The Accountant-General as the senior accounting officer of the Colony is responsible for the receipt, custody and disbursement of Government funds. The Accountant-General is assisted by five accountants with 93 subordinate officers in the Treasury and 59 subordinate officers in three sub-treasuries of the Public Works, Medical and Police Departments.

The Audit Department is responsible for auditing the accounts of the Colony Government, the Singapore City Council, the Singapore Improvement Trust and the Singapore Harbour Board. Subject to the general direction of the Director of Audit, Malaya, the department is under the control of the Deputy Director of Audit who is assisted by three senior officers and 64 subordinate officers.

PUBLIC DEBT

The total public debt of the Colony is \$115,000,000 of which \$65,000,000 is in respect of the former Straits Settlements Government and still requires to be adjusted with the Government of the Federation of Malaya. Provision for sinking funds and payment of interest amounted this year to \$5.95 millions, which is less than 2.5 per cent of the total revenue of the Colony. No loans were raised by the Singapore Government during the year.

PUBLIC LOANS			
	Amount	Interest payable	Earliest date of repayment
	\$		
(i) S.S. 3% Loan 1962/1972	30,000,000	15th April; 15th Oct.	15th April, 1962
(ii) S.S. 3% War Loan 1952/1959 ..	25,000,000	April; Oct.	1st Oct., 1952
(iii) S.S. 3% War Loan 1953/1960 ..	10,000,000	15th Jan.; 15th July	15th July, 1953
Total, S.S. ..	65,000,000		
(iv) Singapore 3% Rehabilitation Loan 1962/1970	50,000,000	15th Jan.; 15th July	15th July, 1962
Total, S.S. and Singapore ..	115,000,000		

(i) Repayable by Singapore and Penang Harbour Boards by whom charges for interest and sinking fund are paid.

(ii) and (iii) Totalling \$35,000,000 represent free gifts to H.M. Government for the prosecution of the War. All charges for interest and sinking fund are payable from the general revenue and assets of the Colony.

(iv) This loan was intended to provide funds to meet extraordinary financial commitments arising out of the enemy occupation of Malaya or incidental to the economic rehabilitation of the Colony.

GOVERNMENT OF
STATEMENT OF ASSETS AND

LIABILITIES

		\$	c.	\$	c.	\$	c.
Deposits:—							
1946 3% Rehabilitation Loan				50,000,000	00		
<i>Less</i> Expenditure 1946	..	13,684,646	61				
Expenditure 1947	..	12,264,756	68				
Expenditure 1948	..	3,788,301	53				
Expenditure 1949	..	2,122,485	91				
Expenditure 1950	..	3,622,374	50				
Expenditure 1951	..	1,156,775	59				
Expenditure 1952	..	2,831,164	27				
Expenditure 1953	..	595,994	40				
				40,066,499	49		
						9,933,500	51
War Risks (Goods) Insurance Fund	..			33,505	39		
War Risks (Goods) Insurance Deficit Fund	..			3,355,000	00		
Royal Malayan Navy Fund	..			6,033,309	88		
Special Reserve Fund	..			100,000,000	00		
Development Fund	..			50,000,000	00		
Insurance Companies	..			5,575,146	21		
Courts	..			2,877,905	41		
Bankruptcy	..			1,721,041	17		
Mercantile Marine Fund	..			1,086,388	75		
Public Officers' Guarantee Fund	..			154,165	66		
Police Reward Fund	..			9,027	41		
Companies Liquidation Account	..			108,435	94		
Miscellaneous	..			71,477,844	05		
						242,431,769	87
Drafts and Remittances	..					126,356	76
General Revenue Balance:—							
Balance as on 1st January, 1953	..			197,801,971	53		
Surplus and Deficit:—							
Revenue for 1953	..	238,518,828	53				
Expenditure for 1953	..	169,730,548	75				
				68,788,279	78		
				266,590,251	31		
Appropriation to:—							
(i) Special Reserve Fund	..	48,229,899	68				
(ii) Development Fund	..	50,000,000	00				
				98,229,899	68		
				168,360,351	63		
Add Appreciation of Investments, 1953	..			3,680,193	80		
						172,040,545	43(a)
						Total	424,532,172 57

(a) A portion of this surplus is payable to the Federation on account of Penang and Malacca and to Labuan. The amount is estimated at \$33,500,000.

				\$	c.
Scheme No. D. 1316	..	..	..	..	393 58
Scheme No. D. 1476	..	..	..	..	111,412 04
Scheme No. D. 1493	..	..	..	..	23,571 43
Scheme No. R. 440	..	..	..	..	85,244 32
Scheme Nos. R. 281, 281A and 281B	..	..	..	..	1,306 44
Carried forward	..				221,927 81

SINGAPORE

LIABILITIES ON THE 31st DECEMBER, 1953

ASSETS

		\$	c.	\$	c.	\$	c.
Cash:—							
Cash in Treasuries		6,957	35				
Cash in Banks		9,844,154	32				
Cash with Crown Agents		431	25				
				9,851,542	92		
Cash in Transit							
Joint Colonial Fund				29,528,571	43		
						39,380,114	35
Investments:—							
Surplus Funds Sterling Securities				29,805,364	29		
Surplus Funds Dollar and Rupee Securities				18,310,710	97		
Special Reserve Fund				100,000,000	00		
Development Fund				50,000,000	00		
Held on behalf of Insurance Companies, etc.				5,575,146	21		
Courts				585,054	80		
Bankruptcy				662,876	88		
Mercantile Marine Fund				973,557	24		
Public Officers, Guarantee Fund				126,141	36		
Police Reward Fund				8,951	91		
Companies Liquidation Account				88,615	25		
Miscellaneous				228,258	75		
						206,364,677	66
Advances:—							
Ministry of Food (Singapore) Account				14,698,783	25		
Building Loans				227,330	18		
Other Governments				1,995,657	47		
Miscellaneous				83,283,279	79		
						100,205,050	69
Imprests						60,214	28
Suspense Account Miscellaneous						1,493,488	22
Loans:—							
City Council, Singapore				8,621,250	00		
Municipality, Malacca				738,433	09		
Kelantan Government				4,733,183	98		
Trengganu Government				2,560,000	00		
Singapore Harbour Board				14,125,522	18		
Penang Harbour Board				2,190,056	18		
Mohammedan and Hindu Endowment Board, Penang				45,350	00		
Penang Sports Club				56,227	08		
St. Nicholas Home, Penang				2,000	00		
Singapore Chinese Girls School				11,799	45		
Singapore Improvement Trust (1948)				4,400,000	00		
Singapore Improvement Trust (1949)				4,560,000	00		
Singapore Improvement Trust (1950)				12,051,000	00		
Singapore Improvement Trust (1951)				15,933,805	41		
Singapore Improvement Trust (1952)				7,000,000	00		
						77,028,627	37
Total ..						424,532,172	57

*Note:—*An amount of \$3,041,180.96 in respect of the undernoted Schemes is recoverable from Colonial Development and Welfare grants:—

				\$	c.
			<i>Brought forward</i> ..	221,927	81
Schemes Nos. 372, 372A and 372B				51	42
Scheme No. D. 1706				6,266	00
Scheme No. D. 1493A				168,863	22
Scheme No. D. 1912				2,644,072	51
Total ..				3,041,180	96

TAXATION

The revenue of the Colony is mainly derived from income tax and duties levied on liquor, tobacco and petroleum products. The chief forms of subsidiary taxation are entertainments duty, stamp duty, estate duty and taxation on totalisator bets and sweepstakes.

During recent years the revenue of the Colony has been buoyant as a result of very favourable trading conditions and has fully reflected the boom conditions in South-East Asia attributable in the main to the high prices obtaining for tin, rubber and copra. In 1953, however, revenue showed for the first time in many years a decline under some heads though income tax collections have continued to increase as these are based upon incomes received during 1952 which was a profitable trading year.

REVENUE FROM TAXES

	1951 (Actual)		1952 (Actual)		1953 (Estimated)		1953 (Actual)	
	\$	c.	\$	c.	\$	c.	\$	c.
Entertainments ..	4,545,625	30	5,232,188	13	5,200,000	00	5,378,822	00
Estates ..	4,325,501	07	4,577,853	37	7,000,000	00	3,999,144	00
Income Tax ..	50,458,526	26	72,760,004	14	60,000,000	00	87,234,453	00*
Liquors ..	19,819,703	99	22,145,718	70	21,500,000	00	21,522,272	00
Petroleum ..	12,048,012	65	14,006,474	67	15,604,600	00	15,124,303	00
Stamps ..	1,523,831	68	1,725,709	93	2,000,000	00	1,795,283	00
Tobacco ..	32,291,826	66	33,727,758	27	37,311,000	00	34,396,211	00
Totalisator Bets and Sweepstakes ..	4,529,660	74	4,205,895	20	4,500,000	00	3,913,854	00
Totals ..	129,542,688	35	158,381,602	41	153,115,600	00	173,364,342	00

* Excludes sums collected in the United Kingdom and credited after 1953.

Income Tax

Income tax was introduced in accordance with the provisions of the Income Tax Ordinance on 1st of January, 1948. The department responsible for making collections is under the control of the Comptroller of Income Tax who is assisted by one Senior Assistant Comptroller, 17 other senior officers and 184 subordinate officers.

The tax, which yielded \$87.2 millions in 1953, is levied on incomes accruing in or derived from the Colony or received in the Colony from outside sources. Companies are chargeable at the rate of 30 per cent, and resident individuals are charged on a sliding scale ranging from 3 per cent on the first \$500 of chargeable income to 30 per cent on incomes exceeding \$50,000 with personal allowances as shown in the table opposite. During the year

legislation was enacted which raised from 20 per cent to 30 per cent the rate chargeable on incomes derived from the Colony by non-resident individuals. Non-residents who are British subjects or British protected persons continue to be eligible for proportionate personal reliefs at the rates applicable to residents. Double taxation relief arrangements are in force with the Federation of Malaya, where income tax is levied at the same rates as in the Colony, and with the United Kingdom. In cases where children are maintained and educated outside Malaya, these allowances may be increased up to double the amounts shown in the table. Deductions are also allowed in respect of life assurance premiums and contributions to approved pension or provident funds.

A statutory body known as the Malayan Board of Income Tax has been constituted to advise the Governments of Singapore and the Federation of Malaya on questions of income tax policy.

RATES OF TAX ON INDIVIDUALS
(per annum)

<i>Chargeable Income</i>	<i>\$</i>		<i>Rate of Tax</i>
On the first	500	...	3 per cent
On the next	500	...	4 per cent
On the next	500	...	5 per cent
On the next	500	...	6 per cent
On the next	1,000	...	7 per cent
On the next	2,000	...	8 per cent
On the next	2,000	...	10 per cent
On the next	3,000	...	12 per cent
On the next	5,000	...	15 per cent
On the next	35,000	...	20 per cent
On every dollar exceeding 50,000		...	30 per cent

PERSONAL ALLOWANCES
(per annum)

	<i>\$</i>
Unmarried person	3,000
Married couple	5,000
Married couple with 1 child	5,750
Married couple with 2 children	6,250
Married couple with 3 children	6,750
Married couple with 4 children	7,050
Married couple with 5 children	7,350
thereafter \$200 per child up to a maximum of	8,150

Entertainment Duties

The Comptroller of Customs is responsible, as Comptroller of Entertainments Duty under the Entertainments Duty Ordinance, for the collection of duties prescribed by the Ordinance.

In 1953 the yield of \$5,378,822 from entertainments duties slightly exceeded the original estimate and represented an increase of approximately 2.8 per cent over the previous year's receipts. Approximately 86 per cent of entertainment duties is derived from cinemas.

During the year legislation was passed exempting from the payment of duty amateur sporting, musical and dramatic entertainments. One hundred and forty-two entertainments in aid of charitable and philanthropic causes and twelve entertainments of an educational nature were given exemption from duty.

SCALE OF ENTERTAINMENT DUTIES

Where the payment for admission (including the amount of the duty) does not exceed 10 cents	...	...	none
exceeds 10 cents but does not exceed 20 cents	...	...	5 cents
exceeds 20 cents but does not exceed 30 cents	...	10	"
exceeds 30 cents but does not exceed 50 cents	...	15	"
exceeds 50 cents but does not exceed \$1	...	25	"
exceeds \$1 but does not exceed \$1.50	...	40	"
and thereafter an additional 20 cents of entertainment duty for every increase of 50 cents in payment for admission.			

Only half the above rates are charged for 'live' entertainments such as stage shows and musical performances.

Customs Duties

Situated at the junction of the main sea routes in South-East Asia, Singapore is still essentially a free port. Duties are collected only on intoxicating liquors, tobacco and petroleum intended for domestic consumption. All other goods enter free. The revenue from these sources was, however, \$71 million or 41 per cent of the Colony's total revenue.

CUSTOMS TARIFF

DUTIES ON INTOXICATING LIQUORS

	<i>Unit</i>	<i>Full</i>	<i>Duties</i>	
			<i>Preferential</i>	<i>Excise</i>
		\$ c.	\$ c.	\$ c.
1. Rectified spirit	p.g.	52 50	..	..
2. Brandy	p.g.	61 50	53 80	..
3. Brandy in bottle not exceeding 81 per cent proof spirit	g.	48 00	42 00	..
4. Rum and Gin	p.g.	52 50	..	..
5. Rum and Gin in bottle not exceeding 81 per cent proof spirit	g.	37 50	..	..
6. Whisky	p.g.	61 50	..	..
7. Whisky in bottle not exceeding 81 per cent proof spirit	g.	48 00	..	..
8. Other intoxicating liquors ..	p.g.	..	..	43 75
9. Toddy-arrak, Saki, Pineapple spirit and Samsu (including Medicated Samsu)	p.g.	27 00	..	24 00
10. Bitters and Liqueurs not exceeding 100 per cent proof spirit ..	g.	52 50	..	..
11. Sparkling wines not exceeding 42 per cent proof spirit	g.	40 00	30 00	..
12. Still wines exceeding 26 per cent but not exceeding 42 per cent proof spirit	g.	15 00	11 25	..
13. Still wines not exceeding 26 per cent proof spirit	g.	7 50	5 60	..
14. Ale, Beer, Stout, Porter, Cider and Perry	g.	4 00	3 60	3 60

p.g. = proof gallon, g = imperial gallon, the standard of liquid measure in the Colony.

DUTIES ON TOBACCO

	<i>Unit</i>	<i>Duties</i>	
		<i>Full</i>	<i>Preferential</i>
		\$ c.	\$ c.
1. Cigars and snuff	per lb.	11 00	10 00
2. Cigarettes	per lb.	6 70	6 20
3. Unmanufactured tobacco	per lb.	4 40	4 20
4. Manufactured tobacco—imported in containers of any kind for retail sale to the public	per lb.	6 90	6 70
5. Manufactured tobacco (excluding cigars, cigarettes and snuff) not otherwise provided for	per lb.	2 50	..

(The imperial pound is the standard measure of weight in the Colony.)

The Customs Department of Singapore is divided into two branches concerned respectively with revenue collection and the prevention of smuggling. Six sub-stations and nineteen examination stations as well as bonded warehouses for the storage of dutiable tobacco and liquors are maintained. In the Revenue Branch the Comptroller of Customs has five senior officers and 102 junior customs officers and subordinate staff.

Full and preferential duties are imposed on imported liquors at the time of their release for local consumption. There are also excise duties on intoxicating liquors distilled locally, or prepared in bond and released for local consumption. Samsu, beer and stout are the only intoxicating liquors made locally.

The scale of duties on intoxicating liquors and tobacco remained unchanged throughout the year at the rates shown overleaf. The duty on petroleum is sixty-eight cents per gallon while on kerosene a duty of five cents per gallon is levied. Although no duties are charged on heavy oils, a special tax is levied under the provisions of the Petroleum Ordinance on mechanically propelled vehicles using such oils.

The prevention of smuggling by the Customs Department is described on pages 130 and 135.

Estate Duties

Estate duty is payable on the capital value of all property which passes on death. Remission of duty on the first \$40,000 of property passing to certain specified relatives is allowed in respect of war casualties during the period 3rd September, 1939 to 1st October, 1946, and in respect of deaths as a result of the Emergency. A further remission is made on all *ex-gratia* awards in respect of War Damage payable under the War Damage Ordinance, 1949.

Estate duty is an *ad valorem* tax graduated from 1 per cent on estates over \$1,000 to 40 per cent on estates valued at over \$5 millions, the value of the estate being assessed on the open market value of all property in the Colony and property situated abroad owned by a person domiciled in the Colony.

The total revenue from estate duty collected by the Commissioner of Estate Duties during the year amounted to \$3,999,144 which is slightly less than in 1952. Further information on the administration of estates is given on pages 124 and 125.

Duties on Totalisator Bets and Sweepstakes

Duties in respect of totalisator bets are collected at the rate of 10 per cent. For sweepstakes the rate of duty is 20 per cent. The combined revenue for the year 1953 was \$3.9 millions, a drop of .3 million on the yield for the previous year. The Singapore Turf Club is the main contributor as shown by the figures below:—

	\$	c.
(i) Duty on totalisator bets paid by the Singapore Turf Club	1,050,811	50
(ii) Duty on sweepstakes paid by the Singapore Turf Club	2,861,402	00
(iii) Duty on sweepstakes paid by other clubs, associations or societies	1,640	80
Total ...	3,913,854	30

Private lotteries are also controlled and duty at the rate of 20 per cent is payable by the promoters who are required to obtain permits from the Financial Secretary. One hundred and fifty-one permits were granted during the year and revenue amounting to \$118,025 was collected.

Stamp Duties

Stamp duties are payable on a wide range of commercial and legal documents specified in the Stamp Ordinance. In some cases the rate of duty is fixed, as on an agreement or statutory declaration; in others it is an *ad valorem* rate, such as on the amount of the consideration money in a conveyance of property or on the amount secured in a mortgage. In certain cases, it is obligatory to use impressed stamps which can be obtained only from the Stamp Office; in other cases ordinary postage stamps may be used.

Licences to use postal franking machines for payment of duty on cheques, bills of exchange and receipts were granted to six banks and nineteen business firms. There were no increases in stamp duties during the year which yielded \$1.8 millions, slightly less than had been estimated.

CITY COUNCIL

The financial affairs of the City Council are governed to a very large extent by the provisions of the Municipal Ordinance which

CITY

REVENUE AND

(excluding

REVENUE	1951	1952	1953
	\$	\$	\$
CONSOLIDATED			
1. RECEIPTS IN AID OF SPECIFIC SERVICES:—			
(a) Fees for Services rendered ..	3,317,075	4,573,818	4,537,823
(b) Fines	285,797	261,838	497,473
(c) Licence and Permit Fees ..	858,791	1,335,055	1,496,624
(d) Proportion of cost charged to Trading Departments, etc. ..	566,191	1,229,859	1,775,057
(e) Rents, Way Leaves, etc. ..	828,472	892,571	1,013,994
(f) Miscellaneous	448,590	464,852	878,246
	6,304,916	8,757,993	10,199,217
2. INCOME OTHER THAN RECEIPTS IN AID:—			
(a) Consolidated Rate	8,155,561	9,827,752	13,730,670
(b) Contribution in lieu of Rates ..	1,550,060	1,851,467	1,970,153
(c) Contributions to Rate Fund by Trading Departments ..	630,000	530,000	530,000
(d) Grant from Singapore Government	3,000,000	1,500,000	..
(e) Licences under Municipal Ordinance (Part XIII)	514,723	448,800	435,737
(f) Licences under Road Traffic Ordinance, 1941 (after deduction of contribution to Rural Board) ..	3,993,365	4,852,730	5,316,930
(g) Royalty and Contribution under Singapore Traction Ordinance ..	602,445	697,350	783,121
(h) Taxes under Municipal Ordinance, Section 82	295,800	371,257	386,724
Total, Consolidated Rate Fund ..	25,046,870	28,837,349	33,352,552
TRADING			
Electricity Department	14,077,639	15,368,473	19,108,105
Gas Department	2,812,420	3,587,262	3,988,961
Water Department	9,183,664	10,923,575	12,871,554
Total, Trading Departments ..	26,073,723	29,879,310	35,968,620
Grand Total ..	51,120,593	58,716,659	69,321,172

COUNCIL

EXPENDITURE 1953

Loan Account)

<i>EXPENDITURE</i>	<i>1951</i>	<i>1952</i>	<i>1953</i>
	<i>\$</i>	<i>\$</i>	<i>\$</i>
RATE FUND			
1. The President and City Councillors ..	208,331	277,112	244,780
2. Architect and Building Surveyor's Dept.	1,218,024	2,124,951	1,917,413
3. Assessment and Estates Department ..	325,454	357,764	380,867
4. City Cleansing and Hawkers Department	3,675,822	4,506,873	4,508,923
5. City Engineer's Department ..	8,672,568	9,490,067	9,814,127
6. Fire Department	1,304,671	1,509,322	1,774,732
7. Health Officer's Department ..	3,604,086	4,165,306	4,350,307
8. Secretariat	410,087	496,721	556,046
8A. Organization and Methods Department	..	10,747	83,606
9. Treasury	1,409,171	1,555,842	1,727,496
10. Vehicles Department	832,550	751,297	775,231
11. Veterinary Surgeon's Department ..	206,607	220,029	386,026
12. Victoria Theatre and Memorial Hall ..	66,518	80,934	115,087
13. Other Expenditure	874,398	854,191	236,632
	<hr/> 22,808,287	<hr/> 26,401,156	<hr/> 26,871,273
House Purchase Loans to Staff—Amount set aside .. ..	..	..	1,000,000
Transfer from Loan Account	1,525,740	1,217,374	483,317
Total, Consolidated Rate Fund ..	<hr/> 24,334,027	<hr/> 27,618,530	<hr/> 28,354,590
DEPARTMENTS			
Electricity Department	13,202,390	16,593,746	20,262,345
Gas Department	3,029,026	4,319,452	4,131,620
Water Department	8,880,008	11,006,714	12,287,769
Total, Trading Departments ..	<hr/> 25,111,424	<hr/> 31,919,912	<hr/> 36,681,734
Grand Total ..	<hr/> 49,445,451	<hr/> 59,538,442	<hr/> 65,036,324

specifies the purposes for which the Council may expend the Municipal Fund and the procedure to be followed in preparing the Municipal Budget. In practice, draft estimates for the coming financial year are prepared by each departmental head in consultation with the City Treasurer and are then considered by the relevant Committees and finally, as a whole, by the Finance and General Purposes Committee. After the Budget has been passed by the City Council and approved by the Governor in Council, heads of departments are responsible for keeping their expenditure within the authorized amounts but the approved budget may be varied from time to time during the financial year by Supplemental Budgets. The maximum rates which the City Council may levy from property owners are also prescribed by law. The rates actually collected at the end of 1953 were:—

General purpose rate	... 30 per cent of assessed value of the property (since 1953—maximum).
Improvement rate	... 2 per cent (since 1928—the maximum is 5 per cent and the money is handed over to the Singapore Improvement (Trust, see page 79).
Education rate	... 2 per cent (since 1920—maximum).

The rates and taxes are paid into a Consolidated Rate Fund and are kept separate from the monies belonging to the trading departments of the City Council. Further information on the City Council is given in Chapters 14 and 18.

The Municipal budget for 1953 was the largest in the history of the Municipality. It provided for a total expenditure of over \$122 millions of which \$69 millions was to be met from revenue and \$53 millions from loans, and exceeded the budget for the previous year by over \$15 millions. Actual expenditure fell short of the estimate. Particulars are given overleaf. The Consolidated Rate Fund Budget provided for the expenditure of no less than \$7.25 millions on special services projects of which, in accordance with the policy over the past few years, the largest share (over \$2.3 millions) was for sewerage extensions. Other substantial provisions for special services included \$500,000 for the construction of labourers' quarters, \$1.3 millions for parks and open spaces, \$1 million for road improvements, and \$600,000 for surface water drainage. Two supplemental budgets providing for additional expenditure of slightly over \$7.3 millions were passed, thereby increasing the total estimated expenditure for the year to \$76.5 millions.

During the year the General Purpose Rate was raised from 25 per cent to 30 per cent in exercise of the powers which were conferred upon the City Council by an amendment of section 59 of the Municipal Ordinance. The increase in revenue resulting from this measure amounted to \$2 millions.

CITY COUNCIL LOAN ACCOUNT EXPENDITURE, 1953

			\$	\$
<i>Consolidated Rate Fund</i>				
New development, roads	...	...	155,000	
Housing of staff	...	...	525,000	
New abattoirs	...	...	211,600	
New Alexandra Fire Station	...	...	903,000	
				1,794,600
<i>Electricity Department</i>				
Pasir Panjang Power Station	...	...	24,025,000	
Other extension schemes	...	...	8,942,220	
New showrooms, offices and stores	...	...	3,500,000	
Quarters for staff	...	...	2,044,000	
				38,511,220
<i>Gas Department</i>				
Sundry extensions	...	...		1,058,200
<i>Water Department</i>				
Extension schemes	...	...	11,358,100	
Quarters for staff	...	...	690,200	
				12,048,300
Total			...	53,412,320

RURAL BOARD

The area for which the Rural Board is responsible includes all that portion of Singapore Island outside City limits and the outlying islands in Colony waters. Further information on the Rural Board is given on page 209.

Although the Rural Board collects its own rates and various fees for licences, and receives also a proportion of the vehicle taxes collected by the City Council, the revenue received does not cover the total expenditure. The deficit is met by a contribution from the Singapore Government. Over the past three years, expenditure has increased considerably and with the greater development of the rural areas further increases are to be expected.

During 1953 the total expenditure was estimated to be \$5,138,600. Revenue was estimated at \$2,103,400. The main items of actual revenue and expenditure are given on the next page.

		RURAL		
		REVENUE AND		
REVENUE		1951	1952	1953
		\$	\$	\$
Rates (property assessment, etc.) ..	..	756,397	830,589	909,727
Licences (dogs, pigsties, public markets, etc.) ..	..	91,515	97,082	132,431
Fees (building plans, petroleum storage, etc.) ..	..	277,258	347,215	478,790
Other, including operation of quarry ..	..	105,440	188,278	204,340
Contributions from Colony Government ..	..	695,436	1,409,554	1,653,546
Proportion of vehicle licence fees collected by City Council under Road Traffic Ordinance, 1941 .. .. .	.. .. .	560,061	694,932	743,653
Total ..		<u>2,486,107</u>	<u>3,567,630</u>	<u>4,122,487</u>

BOARD

EXPENDITURE

<i>EXPENDITURE</i>				<i>1951</i>	<i>1952</i>	<i>1953</i>
				\$	\$	\$
<i>Recurrent Expenditure</i>						
<i>Health</i>						
Conservancy .. .. .	..	..	..	309,691	361,097	440,180
Anti-Mosquito Works .. ..	..	..	..	134,015	149,595	191,942
Other Measures .. .. .	..	..	..	62,364	66,030	78,255
<i>General</i>						
Salaries and Allowances .. ..	..	..	..	..	388,282	551,569
Contribution to Fire Brigade .. ..	..	..	..	3,000	187,000	95,000
Street Lighting .. .. .	..	..	..	35,028	15,585	50,187
Fire Hydrants and Water Supply .. ..	..	..	..	284,498	197,472	324,921
Improvements to Rural Areas .. ..	..	..	..	..	..	108,343
Purchase of Land .. .. .	..	..	..	31,354	39,807	130,211
Other .. .. .	..	..	..	63,853	85,194	113,135
<i>Public Works</i>						
Maintenance of Roads and Bridges .. ..	..	..	..	250,888	307,511	284,169
Maintenance of Bukit Timah Quarry .. ..	..	..	..	87,792	151,754	159,092
Other .. .. .	..	..	..	206,137	225,895	129,385
<i>Special Expenditure</i>						
Changi Coast Road .. .. .	..	..	..	31,328	64,041	141,208
Community Hall, Bukit Panjang .. ..	..	..	..	..	..	60,938
Reserve Roads .. .. .	..	..	..	39,073	83,329	42,704
Reconstruction and Improvement of Roads .. ..	..	..	..	365,720	480,817	673,463
Resurfacing and Sealing of Roads .. ..	..	..	..	194,186	251,352	216,299
Other .. .. .	..	..	..	387,180	512,889	331,486
Total ..				2,486,107	3,567,650	4,122,487



Currency and Banking

CURRENCY

UNDER a Currency Agreement between the Governments of the Federation of Malaya, Singapore, Sarawak, North Borneo and Brunei, which became effective on the 1st January, 1952, the Malaya and British Borneo Currency Commissioners have the sole right to issue notes and coin in these five territories and, as a backing for the currency, they manage a Currency Fund consisting of sterling securities. The Board consists of five members, of whom two are the Financial Secretaries of Singapore and the Federation of Malaya, one is appointed jointly by the Governors of Sarawak, North Borneo and the British Resident, Brunei, while the remaining two are appointed by the participating governments acting in concert. The Chairman of the Commissioners is the Financial Secretary of Singapore.

Currency issued by the Board is the only legal tender in the Colony and its dependencies, Christmas and Cocos Islands. The standard unit of currency is the Malayan dollar, which is on the sterling exchange standard and fixed at 2s. 4d. This currency is also legal tender throughout the Federation of Malaya, Sarawak, North Borneo and Brunei.

The following types of currency are issued and were in circulation as legal tender during the year:—

- (i) currency notes bearing the inscription of the Board of Commissioners of Currency, Malaya, and bearing dates not earlier than 1st July, 1941 in denominations of one, five, ten, twenty and fifty cents, for the payment of any amount not exceeding two dollars;

- (ii) currency notes bearing the inscription of the Board of Commissioners of Currency, Malaya, and bearing dates not earlier than 1st July, 1941 in denominations of one, five, ten, fifty, one hundred, one thousand and ten thousand dollars, for the payment of any amount;
- (iii) cupro-nickel coin in denominations of five, ten and twenty cents, for any amount not exceeding two dollars;
- (iv) copper and bronze coin in denominations of one quarter and one half of one cent, and one cent, for any amount not exceeding two dollars.

All notes and cupro-nickel coins mentioned above were issued into circulation after September, 1945; copper and bronze coins have been issued both before and since the war.

No figures of actual circulation can be given for Singapore alone. The figures given below show total currency in circulation on 31st December, 1953 in the several territories, including currency which may be circulating in adjoining foreign countries.

			\$
Notes	...	...	740,923,669
Cupro-nickel coins	...	...	19,010,103
Nickel coins	...	...	112,500
Copper and Bronze coins	...	...	3,914,807
			<hr/>
			763,961,079
			<hr/>

During the months of June and July, 1953 currency circulation dropped by \$49.3 millions on account of sterling sales amounting to £5.7 millions. Thereafter the circulation remained constant and was \$763.9 millions up to the end of 1953 as compared with \$812.1 millions at the end of the previous year. The latter figure excludes silver coins in circulation amounting to \$22.09 millions; these coins ceased to be legal tender after the 31st December, 1952.

BANKING

The Bank of Canton, which was given a licence in 1952, began business on 1st November, 1953. One new bank, the Industrial and Commercial Bank Ltd., was authorized during 1953 but had not begun business by the end of the year.

In addition to banks a number of remittance shops operated under permit in Singapore for the transmission of family remittances to China, particularly to areas where there are no banking facilities.

The following banks carried on business in the Colony during the year:—

American Express Co. Inc.*
 Ban Hin Lee Bank Ltd.†
 Bank of Canton Ltd.‡
 Bank of China.
 Bank of East Asia Ltd.‡
 Bank of India Ltd.
 Bank de l'Indochine.
 Chartered Bank of India, Australia & China.
 Chung Khiaw Bank Ltd.§
 Eastern Bank Ltd.
 Hongkong & Shanghai Banking Corporation.
 Indian Bank Ltd.
 Indian Overseas Bank Ltd.
 Kwangtung Provincial Bank.

Kwong Lee Banking Co.*¶
 Lee Wah Bank Ltd.§
 Mercantile Bank of India Ltd.
 National City Bank of New York.
 Nationale Handelsbank N.V.
 Netherlands Trading Society.
 Oversea-Chinese Banking Corporation Ltd.§
 Overseas Union Bank Ltd.§
 Sze Hai Tong Banking & Insurance Co. Ltd.§
 United Chinese Bank Ltd.§
 United Commercial Bank Ltd.
 Batu Pahat Bank Ltd.**
 Kwong Yik (Selangor) Banking Corporation Ltd.**

* Banks not members of the Malayan Exchange Banks Association.

† Head Office in Penang.

‡ Bank incorporated in Hong Kong.

§ Banks incorporated in Singapore.

¶ This Bank is a partnership business registered in Singapore.

** These Banks are members of the Malayan Exchange Banks Association but are not operating in Singapore.

POST OFFICE SAVINGS BANK

The Singapore Post Office Savings Bank began operations as a separate entity on the 1st January, 1949. The Savings Bank which until then had covered the whole of the Straits Settlements, was divided by transferring the Penang and Malacca divisions to the Federation of Malaya and by the severance of the Labuan division.

The number of depositors in the Singapore Post Office Savings Bank on 31st December, 1953, was 128,839 as compared with 115,597 on 31st December, 1952, an increase of 11.4 per cent. During the year 17,370 new accounts were opened and 4,128 accounts were closed.

The amount standing to the credit of the depositors on 31st December, 1953 exclusive of interest was approximately \$48,684,076 as compared with \$43,010,952 on the 31st December, 1952, an increase of 13.2 per cent. The average amount to the credit of each depositor was \$378 as compared with \$372 in 1952. The number of transactions during the year was 269,743 compared with 249,983 in 1952, an increase of 19,760. Interest is paid by the Post Office Savings Bank to depositors at the rate of 2½ per cent per annum.



Tan Tiang Yeo

SINGAPORE IS A CITY OF MARKETS

One of the City Council wholesale fish markets in the early morning. The photograph above is of the Ellenborough Market first built in 1847 beside the Singapore River and since rebuilt and enlarged.

Fruit stalls in a side street late at night. Much buying and eating are done in the open air and streets are set aside for this purpose in more densely populated parts of the city.





ay lacor.

TRADITIONAL CRAFTS

C.A. Gibson-H

The Malay lace-maker; in the centre is the Chinese maker of lanterns
and below the carver of household gods.

ay lacor.

ay lacor.

The Bank offers maximum security with a minimum of restriction. Deposits and withdrawals can be made at any Post Office in Singapore. Up to one hundred dollars can be withdrawn on demand.

BANK RATES

The year began with the Malayan dollar at par with sterling, that is to say the Malayan Exchange Banks Association's best agreed rates to merchants were 1/16 either side of 2s. 4d. but following the fall in the prices of rubber and tin the market gradually weakened and for the period 20th May to 11th August the quoted rates were 2/3 27/32 selling and 2/3 31/32 buying. During this period surplus cash was returned to the Currency Commissioners against purchases of sterling by the banks at the statutory rate of 2/3 7/8 and during the year the currency contracted by \$45,873,769. From 24th August to the end of the year there were no further changes in the merchant rates which were called 2/3 29/32, 2/4 1/32.

Changes in the Malayan Exchange Banks Association's best agreed sterling rates to merchants and also highs and lows of rates on the Commonwealth countries as well as the United States and Canada are shown below:—

1953				<i>Banks' selling rate for telegraphic transfers or on demand draft</i>		<i>Banks' buying rate for telegraphic transfers</i>	
Jan. 2	London	..	..	2/3	15/16	2/4	1/16
May 5	"	..	..	2/3	7/8	2/4	
20	"	..	..	2/3	27/32	2/3	31/32
Aug. 11	"	..	..	2/3	7/8	2/4	
24	"	..	..	2/3	29/32	2/4	1/32
	Australia	Highest		2/10	27/32	2/11	7/32
		Lowest		2/10	23/32	2/11	3/32
	New Zealand	Highest		2/3	29/32	2/4	11/32
		Lowest		2/3	13/16	2/4	1/4
	India and Burma	Highest		155	1/8	156	1/8
		Lowest		154	5/8	155	5/8
	Ceylon	Highest		154	3/4	155	3/4
		Lowest		154	1/4	155	1/4
	Pakistan	Highest		107	5/8	108	1/2
		Lowest		107	1/4	108	1/8
	Hongkong	Highest		53	11/16	53	3/16
		Lowest		53	5/16	52	13/16
	New York	Highest		32	13/16	33	
		Lowest		32	1/2	32	11/16
	Canada	Highest		32	1/2	32	13/16
		Lowest		31	5/8	31	15/16

The local quotations for the purchase of usance bills were altered in October following the lowering of the Bank of England rate on 17th September from 4 to $3\frac{1}{2}$ per cent.

The Malayan Exchange Banks Association's agreed minimum rates of interest for advances remained unchanged throughout the year and were as follows :—

Advances against Government and/or Municipal				
Securities ...	...	...	...	$4\frac{1}{2}$ per cent
Clean Advances ...	...	...	...	$4\frac{1}{2}$ per cent
Advances against Commodities ...	...	...	...	$4\frac{1}{2}$ per cent
Advances against Stocks and Shares ...	...	...	...	$5\frac{1}{2}$ per cent
Advances against Property ...	...	...	...	6 per cent.



Trade

THE FIRST settlement of Singapore by the East India Company in 1819 was designed to provide a focus for trade in the Malayan Archipelago and it is a testimony to the foresight of Sir Stamford Raffles that Singapore has today become the main entrepôt of this region. Since its foundation Singapore has remained a free port and this together with the intricate services which it has developed as the result of almost 150 years' experience has led to a constant expansion of the international trading activities of this territory to the mutual advantage of all partners in the trade.

TOTAL TRADE OF SINGAPORE (by value)

Year	Imports \$	Exports \$	Total Trade \$
1949	... 1,304,700,043	1,053,362,232	2,358,062,275
1950	... 2,124,451,945	2,480,203,882	4,604,655,827
1951	... 3,593,683,855	4,016,008,428	7,609,692,283
1952	... 2,849,213,551	2,543,431,188	5,392,644,739
1953	... 2,332,823,007	1,972,239,047	4,305,062,054

The above figures are for merchandise only and exclude parcel post, bullion and specie and bunker fuel.

1953 was in many ways a difficult year for trade in Singapore. The volume and value of the Colony's trade continued to decline from the peak of 1951; the falling price of rubber and the sharp drop in the price of tin had a marked effect on purchasing power and consumer demand and there was a contraction in the entrepôt trade in general. Competition in all branches of trade became increasingly keen and profit margins were reduced. Restrictions on the normal outlets for the entrepôt trade caused stocks,

particularly of textiles, to accumulate in the hands of traders. On the other hand, there was no evidence of anything resembling a slump. The decline represented a return to more normal trading conditions after the boom of 1951. Recently conditions have tended to stabilize. The volume and value of trade was still considerably higher than in 1949 which might perhaps be regarded as the last normal pre-boom year. The disquieting factor was not so much the decline in total trade as that in entrepôt trade. The main cause for this was the stricter licensing of entrepôt goods from Singapore into Indonesia from May of 1953. There was also a restriction of imports into Thailand by the Thai Government. It is hoped that as economic conditions improve in these territories there will be an easing of the restrictions to provide once more for a steady expansion of mutual trade with Singapore.

COMMODITIES

Because the fall in the world market price of Singapore's principal export commodities was not matched by a proportionate fall in the price of imports the terms of trade moved against the Colony. Particulars of the value of principal items of trade are given in the graph following page 64. Figures do not include trade between Singapore and the Federation, which is substantial. Exports include re-exports.

TRADE IN PRINCIPAL COMMODITIES
(by volume)

IMPORTS			EXPORTS			
1951	1952	1953		1951	1952	1953
462,987	317,790	252,578	Rubber (tons)	750,221	555,343	506,480
			Tin (tons)	29,399	27,013	26,853
109,781	92,348	63,734	Sugar, coarse and refined (tons)	16,441	9,055	5,977
6,006	5,384	5,627	Coffee, raw (tons) ..	4,286	1,998	3,486
327,085	188,334	152,425	Cotton Piece Goods (1,000 sq. yds.)	201,829	134,388	114,677
114,604	109,066	40,894	Art Silk Piece Goods (1,000 sq. yds.)	50,778	69,425	23,916
79,251	77,186	67,610	Copra (tons)	70,764	46,236	55,794
38	974	614	Coconut Oil (tons) ..	17,670	23,999	13,712
33,958	37,182	23,745	Fish, dried and salted (tons)	30,563	40,406	27,605
184,069	288,014	148,919	Bicycles (Nos.)	71,921	170,715	54,341
2,618,927	1,248,996	792,115	Clocks and Watches (Nos.)	257,669	243,052	179,543
13,115	5,689	711	Cloves (tons)	12,653	6,059	805
1,661,873	1,462,355	1,170,848	Milk, sweetened condensed (Cases)	263,335	365,316	206,612
3,272	4,495	8,657	Pepper (tons)	3,440	4,643	8,829
364,487	343,693	306,362	Rice (tons)	71,780	92,387	43,367
72,539	68,976	67,536	Wheat flour (tons) ..	12,931	7,310	7,330
13,607	11,217	11,131	Cigarettes (1,000 lbs) ..	5,207	3,916	3,708
47	17	20	Canned Pineapples (tons)	15,761	10,913	16,264
67	95	482	Palm Oil (tons)	31,192	31,865	26,174
91,202	79,167	41,065	Sewing Machines (Nos.)	17,643	22,521	18,719
202,357	238,997	197,594	Cement (tons)	13,208	15,147	12,935
8,713	21,612	34,751	Galvanised Iron Sheet (tons)	2,722	12,832	22,789
3,789	3,816	954	Motor Buses, Trucks, etc. (New) (Nos.)	623	778	302
9,813	7,285	4,277	Motor Cars (New) (Nos.)	546	619	436

Rubber

By far the most important item in Singapore's trade is rubber. The fall in the price of this commodity resulted in a decline in the total value of rubber exported during the year though the fall in volume was not so great. Figures of rubber exported are given in the table on trade in principal commodities. A number of circumstances caused the fall in price. There was a surplus in world supplies of natural rubber while a number of synthetic rubber plants in the United States were reopened after a period of inactivity. In addition the price of lower grades fell as a result of the sale by the United States Government of part of its strategic stocks. There was a falling off in demand from the U.S.A. and the United Kingdom, the two principal buyers, and there was a general tendency for merchants in Singapore to hold off in a falling market. The considerably reduced prices for natural rubber at the end of the year did not appreciably stimulate the volume of trading in Singapore which was moreover further reduced by restrictive export controls introduced in some producing countries.

PRICE OF RUBBER
(Straits cents per pound)

Ribbed Smoked Sheet

		Grade 1	Grade 3	Crepe blanket
January, 1952	...	140	131½	105
October, 1952	...	74½	64½	61
December, 1952	...	91½	83½	79
January, 1953	...	93	84½	80
April, 1953	...	68½	63	61
July, 1953	...	65½	60½	56½
October, 1953	...	62½	59½	50½
December, 1953	...	59½	56½	49½

Reduced imports coupled with a lack of demand especially in America for remilled grades resulted in less rubber being handled by the Singapore remilling industry. There are 12 mills with a capacity at present of about 18,700 tons (dry weight) per month, though all these are not working full time and some were closed down temporarily during the year.

A number of international study groups considered the problems of the natural rubber industry during the year. It was decided that there was not sufficient support for a buffer stock scheme to justify calling an international commodity conference but, as a result of representations, the United States Government decided to allow

its own consumers to use less synthetic rubber and agreed to review its policy towards the sale and replacement of its strategic stocks.

Tin

The bulk of tin ore smelted in Pulau Brani, off Singapore, is obtained from mines in the Federation.

EXPORTS OF TIN (by value)

		1951	1952	1953
United Kingdom	...	58,461,789	34,084,019	7,887,040
United States	...	11,087,334	74,450,406	97,502,507
Germany	...	10,206,127	8,282,825	- 778,783
Japan	...	5,681,720	3,841,335	11,348,529
Italy	...	28,731,915	14,132,009	10,325,824
France	...	37,244,730	12,167,578	8,872,885
Netherlands	...	11,426,215	42,406,321	8,527,050
Other countries	...	98,617,176	28,064,190	27,048,883
Totals	...	261,457,006	217,428,683	172,291,501

The price of tin remained steady around \$470 a picul (133½ lbs.) until April, 1953, when it fell rapidly to \$281 in August. This drop was attributed largely to a change in U.S. buying policy. The price improved in October when the meeting of the Tin Conference in Geneva gave rise to the hope that an international tin agreement would be concluded. It had risen to \$317 by the end of the year. The general fall in price had the marked effect on export earnings shown in the table above.

Petroleum Products

Singapore is a large consumer of petroleum products from Sarawak and Indonesia. There are two large bulk installations at Pulau Bukom and Pulau Sebarok which store and blend oil for redistribution and bunkering and act as terminals for transshipment of the commodity.

Total imports and total exports both increased in 1953 to \$531 millions and \$343 millions respectively. Exports for ship and aircraft stores fell slightly in value from \$110 millions to \$107 millions.

Food

All foodstuffs are imported and distributed through normal commercial channels except rice and sugar which remained under

Government control throughout the year. These were distributed locally through the Supplies Division of the Department of Commerce and Industry.

Rice was obtained under contract from the Governments of Thailand and Burma from whom 64,271 tons were imported. This was distributed through the normal trade on a ration system at a controlled price. Imports of non-contract grades of rice through ordinary commercial channels were allowed and made up the balance of Singapore's average annual requirement of about 130,000 tons. Increased supplies in the second half of the year enabled successive reductions in the price of the ration to be made from 37 cents to 32 cents a kati. World supplies of rice increased considerably during the year and Government in accordance with its policy of the maximum freedom for trade decided during the year to examine the possibility of freeing the rice trade from Government control.

Sugar also became more readily available and the price of the Government ration was reduced from 38 cents to 28 cents a kati by the end of the year. It was decided to return sugar to commercial procurement early in 1954.

The International Wheat Agreement expired on 31st July, 1953, and the United Kingdom and the colonial territories decided not to participate in a new agreement. As a result, Singapore's purchases of wheat flour were from that date made outside the framework of the agreement and the quota system which had hitherto limited the trade to established importers was abolished. There was no increase in price and supplies were adequate.

Other Commodities

The main pattern of trade in textiles is one of imports from India, Japan and the United Kingdom and re-export to traditional entrepôt countries. In 1953 re-exports to Indonesia declined substantially and as a result of the difficulty in finding immediate alternative outlets large stocks accumulated in Singapore and heavy losses were incurred by some traders.

Substantial imports are a feature of the trade in copra. A major source of supply is Indonesia. The copra is processed locally by oil mills or re-exported after processing to Europe, India and Japan. In 1953 supplies from Indonesia declined. Local production of coconut oil and its export to India and Burma also declined.

The traditional trade in spices was somewhat affected by the stoppage in the clove trade with Indonesia. There was however a

welcome increase in the demand for pepper from Europe and America which could be met by increased supplies from Sarawak.

There has been a plentiful supply of building materials for local consumption during the year and almost all building materials recorded declines in price.

IMPORT AND EXPORT CONTROL

Considerable liberalization of import licensing took place during the year especially of imports from Japan and countries in the Organization for European Economic Co-operation. As a member of the sterling area Singapore continues to limit the import of goods from hard currency sources. Licensing of imports is undertaken by the Import and Export Control Division of the Department of Commerce and Industry. The bulk of imports is, however, on open general licence.

In conformity with the United Nations Resolution of 18th May, 1951 controls are also imposed on certain strategic goods when destined for China and North Korea. Dollar imports for the year amounted to \$76 millions as compared with \$124 millions in 1952 and \$107 millions in 1951. The decrease in 1953 was due in part to the general lower level of imports. Simultaneously, increased supplies of goods from soft currency sources became available. The main dollar imports were wheat flour, fresh apples, oranges, manila rope, and tinplate.

Trade with Japan was governed by an agreement between the United Kingdom and Japan which provided for the settlement of all payments in sterling. An improvement in the balance of payments position of the sterling area with Japan made possible a considerable relaxation in the control of imports in the second half of the year. At the end of the year only a very few commodities were subject to import restrictions. The chief of these were cement, textiles and motor cars.

In the case of goods from countries outside both the sterling and the dollar areas the balance of payments position improved so that restrictions on the import of intoxicating liquors, refrigerators, medicines and parts for cameras, clocks and watches could be lifted and the quotas for watches and cameras could be increased. At the end of the year the only restrictions on trade with these sources were the quotas on watches, clocks, radio receivers, radio-grams, cameras, toys and games, cars and commercial vehicles.

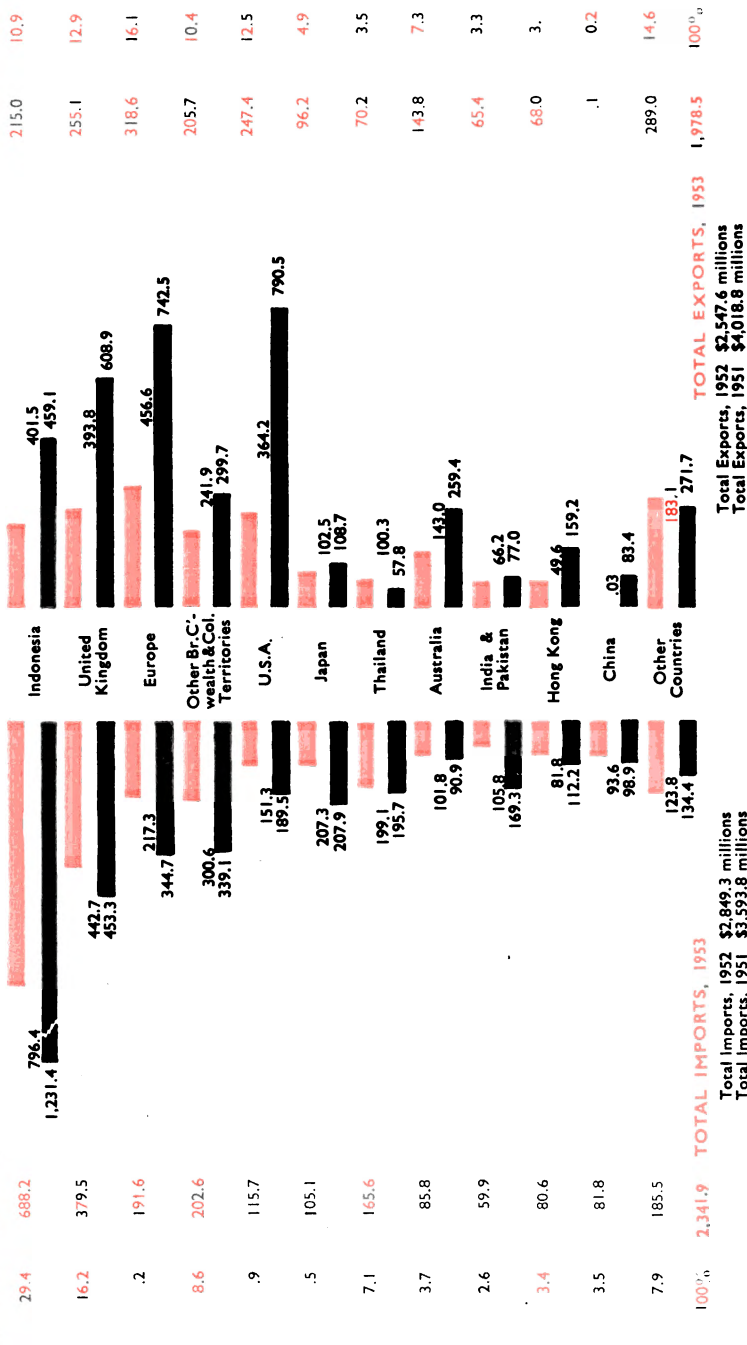
It was also possible towards the end of the year to discontinue the quota system and to issue licences freely for butter, ghee,

FOREIGN TRADE OF SINGAPORE BY PRINCIPAL COUNTRIES

(Gross Value in Millions of Malayan Dollars)

1953 IMPORTS
Value in (\$ million)
Percentage of total

1953 EXPORTS
Value in (\$ million)
Percentage of total



Note:— Trade with the Federation of Malaya is not included in this chart.

1953 IMPORTS

Percentage
of Total Value in
(\$ million)

FOREIGN TRADE OF SINGAPORE

(Gross Value in Millions)

12.5 293.3

1,071.1 461.8

13.3 311.5

272.3

181.9

7.0 164.9

187.0

121.6

7.0 164.4

172.8

159.0

4.5 104.2

149.2

268.8

1.5 34.7

96.2

127.3

2.8 64.9

77.1

80.8

2.1 49.8

92.3

90.8

2.4 55.7

78.8

54.6

46.9 1,098.5

1,261.8

1,437.9

100% 2,341.9 TOTAL IMPORTS, 1953

Total Imports, 1952 \$2,849.3 millions

Total Imports, 1951 \$3,593.8 millions

Note:— Trade with the Federation of Malaya is not included in this chart.

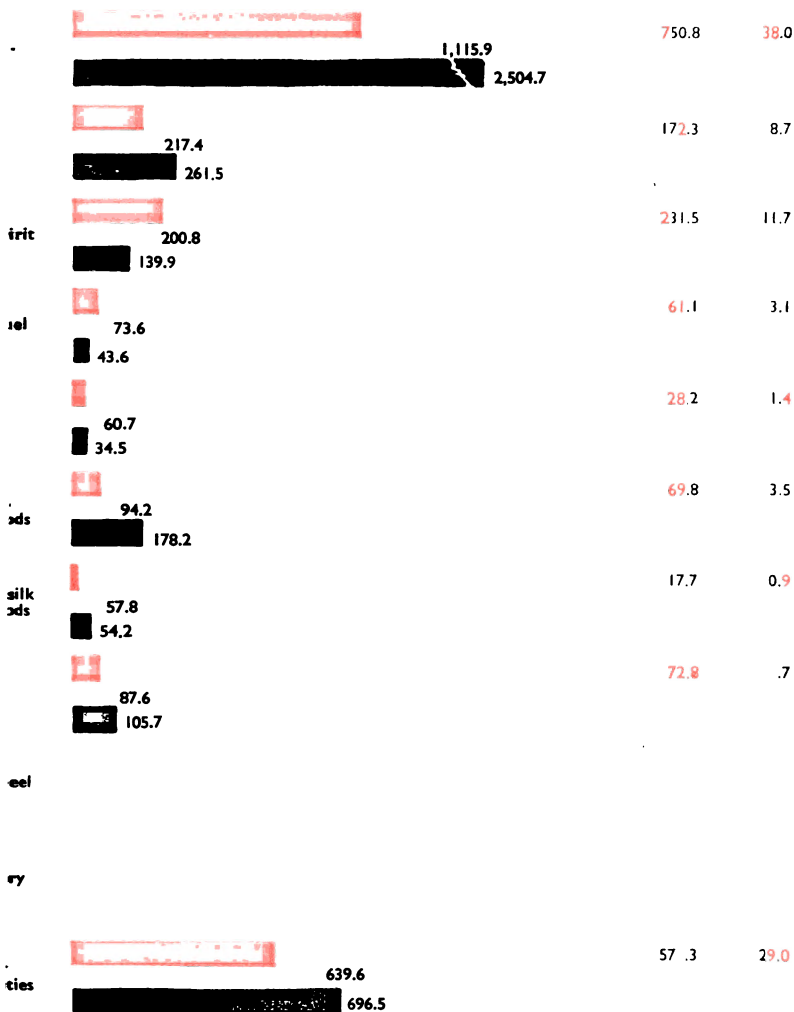
(Figures compiled by)

BY PRINCIPAL COMMODITIES

(in millions of Malayan Dollars)

1953 EXPORTS

Value in (\$ million) Percentage of Total



TOTAL EXPORTS, 1953 1,978.5 100%

Total Exports, 1952 \$2,547.6 millions

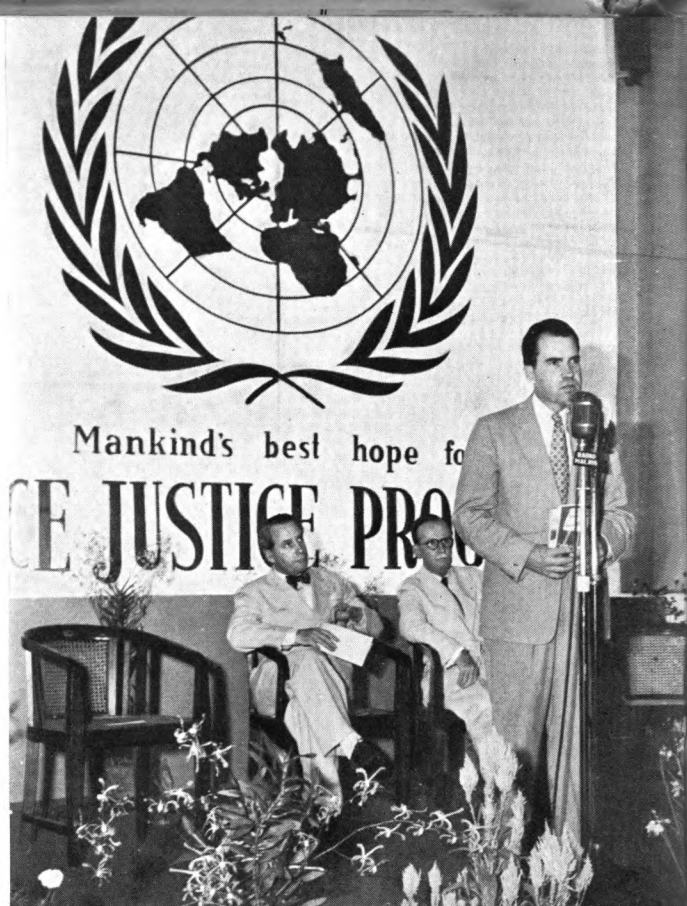
Total Exports, 1951 \$4,018.8 millions

1953

1952

1951

Mr. Richard M. Nixon, Vice-President of the United States, at the United Nations Day Exhibition, 19th July.



Sir Edmund Hillary and two admirers after a lantern lecture, 6th September.

Straits Times



margarine, cooking fats and meats from all non-dollar sources and to permit limited quantities of these to be re-exported to British territories in Borneo and other traditional entrepôt markets.

The maximum freedom with regard to the export of other goods to traditional entrepôt markets was maintained throughout the year. Restrictions on the export of anti-biotics, tinplate, motor vehicles and tyres were relaxed during the year.

REGISTRATION OF COMPANIES AND TRADE MARKS

The commercial law of Singapore is based largely on that of the United Kingdom with certain reservations and alterations to suit the special type of business carried on in the Colony.

The Companies Ordinance, 1940 is based upon the United Kingdom Companies Act of 1929. The Ordinance provides for the registration of ordinary trading companies, banks, insurance companies and foreign companies with limited liability. Certain types of insurance company are required to lodge a bond with the Government as a safeguard against inability to pay certain kinds of claim. All companies are required to deposit in the office of the Registrar amongst other things annual accounts, names of shareholders, particulars of directors and particulars of any changes. At the end of the year, 1,245 companies of this kind were registered in the Registry of Companies, Trade Marks and Patents. Amongst these were 25 banks and 129 insurance companies.

Ordinary businesses other than those with limited liability are required to register under the provisions of the Business Names Ordinance, 1947. If a partnership or a sole proprietor carries on business in a name other than their or his own name the true names of all concerned must be supplied. These records are open to inspection by the general public. At the end of 1953 there were 20,894 firms or businesses registered. Information on liquidations and bankruptcies is given on page 124.

Trade marks and patents are protected as in the United Kingdom. There are arrangements between the Colony and the adjacent territories of the Federation and North Borneo so that an importer or a local trader may be given the maximum protection in the manner of his trading over the whole area. The Ordinances in these territories are almost identical. At the present time there are about 12,000 trade marks on the register from all parts of the world and protection is given to about 360 patents.

DISTRIBUTION

Some local dealers import direct from Europe or from manufacturers in Asia (notably India and Hong Kong) but in the main the import in bulk of manufactured goods and export in bulk of Straits produce is in the hands of European owned and managed companies.

The dealers are mainly Chinese. It is they who directly finance the small trader, breaking down case lots of manufactured goods and supplying assorted cases on a system of credit. The goods are then retailed in Singapore, though the most are re-exported to the entrepôt markets. The dealer is also the intermediary between the trader in Straits produce and the export house. He collects various lots of produce and sells outright to the merchant house which then grades and reconditions it for the overseas market.

There are three Chambers of Commerce, the Singapore Chamber, the Chinese Chamber and the Indian Chamber. All three play a large part in the public life of the Colony in addition to offering the normal facilities to members.

INTERNATIONAL CONFERENCES

Singapore participated in a number of international conferences during the year. The most important were the meetings held by the Economic Commission for Asia and the Far East and the Food and Agricultural Organization. The Colony, as a member of the Malaya and British Borneo Group, sent three representatives in January to the Ninth Plenary Session of E.C.A.F.E. and the Fifth Session of the Committee on Industry and Trade held at Bandoeng. The Colony also sent representatives to the second Conference on Trade Promotion held in Manila in February. The Colony was represented on the Colonial and Dependent Territories delegation to the Rubber Study Group at Copenhagen in May, the Tin Study Group in June and the Tin Commodity Conference at Geneva in November.

TRADE REPRESENTATION

The Governments of Singapore and the Federation of Malaya maintained an office in London where trade enquiries may be made. The address of the Trade Commissioner for Malaya in the United Kingdom is Malaya House, 57 Trafalgar Square, London, W.C.2.



Production

COMMERCE and international trade are the basis of Singapore's economy. Food production is limited because in the main the soil is not fertile and good agricultural land is scarce on the Island. The Government is, however, surveying areas of Crown land and where these are suited to agricultural production arrangements are made for their permanent settlement as food producing areas.

During the year a number of new industries began operations. These included a textile mill and an edible oil factory. Considerable development also took place in the soft drinks industry where two more large scale factories came into production.

LAND UTILIZATION AND TENURE

The Colony has a total area of 291.50 square miles. The use of land in Singapore is controlled by the Singapore Improvement Trust which has planning powers over the whole Island under the Singapore Improvement Ordinance. A full description of the activities of the Singapore Improvement Trust is to be found in Chapter 8. The City Council and the Rural Board have zoning powers under by-laws and regulations made under the Municipal Ordinance. Forests and water catchment areas are under the control of a Board of Trustees appointed under the Nature Reserves Ordinance.

After the founding of Singapore in 1819 and prior to the Treaty of the 2nd August, 1824, which ceded Singapore to the East India Company, the uncertain tenure of the East India Company precluded the issue of permanent titles. From 1826 leases were granted

for periods of 999 years, but in 1838 leases for terms up to 99 years were substituted as a common title for land within the narrow limits of the town. Land in the country was also obtainable on short term leases as laid down by Indian Act XVI of 1839 but these were considered insufficiently secure to encourage proper cultivation and from 1845 onwards grants in freehold were made for such land. Insufficient allowance was made for the town's expansion, and many areas now in the most crowded parts of the city are held under these freehold titles originally intended to be for purely agricultural land.

LAND UTILIZATION

	<i>Singapore Island and surround- ing Islands</i> (sq. miles)	<i>Cocos- Keeling Islands</i> (sq. miles)	<i>Christmas Island</i> (sq. miles)	<i>Total</i> (sq. miles)
Built-on area including Roads and Railways	54.26	.13	.26	54.65
Agricultural land	57.25	4.36	.05	61.66
Unused but potentially productive area	48.68	—	—	48.68
Wood or Forest land	15.00	—	61.05	76.05
Permanent waste land (marshes and tidal swamps)	18.28	—	—	18.28
Inland waters	4.95	.01	.02	4.98
Other land (Airfields, Open spaces, Public Parks and Gardens, Cemeteries)	26.08	.50	.62	27.20
Totals	224.50	5.00	62.00	291.50

(Miles of 1,760 imperial yards: the standard measure of length in the Colony.)

Singapore was transferred to the control of the Colonial Office in 1867, and the titles for land, both in town and country, thereafter were mainly leases for terms of 99 or 999 years. In 1886 the Crown Lands Ordinance introduced a statutory form of title—the present statutory land grant, which is a grant in perpetuity, subject to a quit rent and subject also to various conditions. This statutory grant until recently continued to be the usual form of title issued; but the present policy is to restrict the issue of grants in perpetuity, substituting as far as possible leases for terms not exceeding 99 years. The issue of grants in fee simple is restricted to special cases.

In recent years, with increasing development in all areas of the Island and the great rise in land values, there has been a tendency for the small fruit and vegetable growers to be crowded out of the Island. As a counter measure the Government has freely issued permits for the temporary occupation of Crown land, which are renewable year after year. This has had a marked effect in keeping the small cultivators on the land. Consideration is being given to the issue of agricultural leases of 60 years on favourable terms in order to encourage more permanent improvement.

TENURE OF LAND

<i>Nature of Title</i>	<i>Number of Titles</i>	<i>Area in Acres</i>
Freehold (indentures, grants, grants in fee simple) ...	2,158	19,446
Statutory grants ...	4,651	39,437
Leases for 999 years ...	3,371	12,211
Leases for 99 years or less ...	2,420	4,935

There are no restrictions in regard to ownership of land by aliens or non-aliens, indigenous or non-indigenous inhabitants. There is, however, a Malay Settlement at Jalan Eunus of some 100 acres of Crown land, which is reserved for letting out to Malays only on temporary permits and is subject to certain regulations.

Land administration in the Colony is carried out by the Commissioner of Lands and his staff. The main functions of the Land Office are the registration of deeds, alienation of land, collection of land revenue, acquisition of land for public purposes and the resettlement of persons displaced from land required for public development. There is little Crown land left in the Colony and the position has been reached where development is almost impossible without the acquisition of privately owned land. During the year the Land Office acquired 579 acres of land at a cost of \$6,626,423. Revenue collected in 1953 amounted to \$2,799,936 against departmental expenditure of \$421,949.

The survey of parcels of land is carried out by the Government Survey Department. This is a Pan-Malayan department with its headquarters in Kuala Lumpur and a Chief Surveyor with a technical staff of 97 in Singapore. The number of holdings surveyed during 1953 was 2,424 bringing the number surveyed to modern standards of accuracy up to 31,652. Other holdings not recently surveyed amount to 12,037. Copies of cadastral sheets are available to the public from the Survey Office.

AGRICULTURE

Agricultural production consists mainly of food crops for local consumption. Exports are negligible.

AGRICULTURAL CROPS

<i>Crop</i>		<i>Acreage</i>	<i>Production in 1953</i>
Rubber	...	15,994 acres	1,601 tons
Coconuts	...	7,800 "	15 million nuts
Mixed Vegetables	...	3,600 "	14,500 tons
Roots	...	2,600 "	10,000 "
Fruit Trees	...	3,500 "	1,500 "
Tobacco	...	372 "	222 "
Derris	...	25 "	3 "
Pepper	...	20 "	—
Pineapples (approx.)	...	500 "	—

The bulk of the agricultural work is undertaken by some 15,000 farmers, for the most part Chinese small-holders and their families who undertake intensive cultivation of market garden crops on the fertile land in the valley bottoms. The Agricultural Division of the Department of Commerce and Industry advises cultivators on such matters as soil use, pest control and improved types of seed. A further 1,500 workers are employed on the rubber and coconut estates.

Vegetables

Despite the scarcity of good agricultural land, new land has been opened up for cultivation and settlement by farmers as a result of surveys made since 1951. A major project was the opening up in November, 1953 of 750 acres of Crown land near Ama Keng west of the Kranji river and its sub-division into 2 to 3 acre lots for market gardening.

Rubber, Coconuts and Tobacco

Although the acreage of rubber is relatively high the yield is not significant. Production is evenly divided between estates and small-holdings. Estates covered 8,016 acres and small-holdings 7,978 acres. The product of the small-holdings is mainly unsmoked sheet while the estates produce a good grade of ribbed smoked sheet.

Coconuts are found mainly in the east of the Island. Coconut cultivation is chiefly on small-holdings (where the trees are used to

provide shelter for poultry and pigs). Yields seldom exceed 2,000 nuts per acre. The better nuts are eaten fresh and the inferior nuts sold for copra.

The small tobacco crop is blended with imported leaf and processed by the local tobacco factories.

Fruit

Production of fruit is limited by unfavourable climatic and soil conditions. It consists of small crops of rambutan, pulasan, mangosteen, durian and pineapples, which are all consumed locally.

Marketing

Vegetables are normally marketed through middlemen who collect the produce from growers and who in conjunction with market stall holders and wholesalers finance the trade. The question of establishing a central wholesale marketing agency has been considered but was not followed up as it appeared from the evidence that the present system was the most economical having regard to the wide dispersal of small-holdings.

ANIMAL INDUSTRY

Dairying on a small scale is carried out by Indian herdsmen, and on commercial lines by a private company which has a herd of some 700 head of high class cattle. There is also a considerable production of pigs and poultry by Chinese small-holders.

LIVESTOCK POPULATION

		1951	1952	1953
Buffaloes	...	476	489	522
Oxen	...	4,071	4,229	4,187
Goats	...	1,358	1,321	816
Swine	...	195,684	212,830	218,998
Poultry*	...	3 millions	3½ millions	3½ millions

* Estimated.

Animal rearing is generally associated with mixed vegetable and fruit farming though there is now a number of specialized poultry farms. The recent increases in poultry are attributable largely to the success of ranikhet vaccination which is carried out free of charge by the Veterinary Division of the Department of Commerce and Industry. This vaccination has revolutionized the industry and farms of up to 15,000 birds now exist on the Island.

The main livestock product is pork. About 98 per cent of the pigs slaughtered in Singapore in 1953 were produced on the Island. Imports of poultry and eggs are now very small and Singapore produced almost all its own needs besides exporting approximately 500,000 birds to the Federation. The price of eggs remained high due to the cost of poultry feeding stuffs and low yields. Fresh milk production is around 600,000 gallons a year. Cattle and sheep for local consumption are imported on the hoof mainly from Australia and Indonesia. They are subject to close quarantine supervision by the Veterinary Division of the Department of Commerce and Industry and their slaughter is regulated under the Municipal Ordinance. There are three City Council abattoirs, where meat inspection is undertaken by the City Veterinary Department. There are also small imports of frozen meat.

LIVESTOCK SLAUGHTERED, 1953

		<i>Locally reared Head</i>	<i>Imported</i>	<i>Total</i>
Oxen and Buffaloes	...	1,771	4,898	6,669
Pigs	...	322,287	5,566	327,853
Sheep	...	—	56,506	56,506
Goats	...	455	1,567	2,022

FORESTRY

Only small areas of non-productive secondary forest remain in Singapore. Local processing industries depend wholly upon imports from the Federation and from neighbouring territories.

Twenty-five major sawmills, a modern plywood factory, and several smaller mills and wood-working factories were in production during 1953. No new mills were opened. All the sawmills are owned by Chinese interests and are operated almost exclusively with Chinese labour. The total production of sawn timber for the year was estimated at 170,400 tons of 50 cubic feet, compared with 180,300 tons in 1952.

Throughout the year local demand for sawn timber was very slack. Fortunately until around August there was a brisk overseas trade which enabled most sawmills to work to full capacity. Later in the year the return of Baltic woods to the United Kingdom market seriously affected Singapore exports and many mills were reduced to part-time operations.

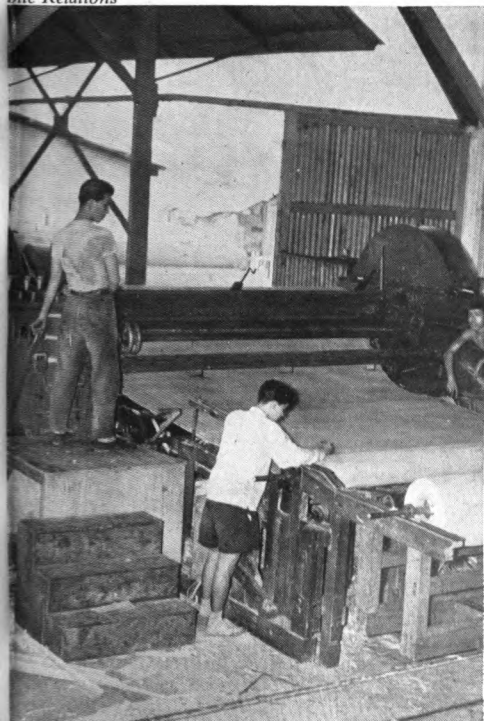
Except in special circumstances the export of the naturally durable heavy hardwoods like chengal, balau and merbau, and of all round logs was prohibited as supplies were inadequate for local



'Rabling' tin in the smelter.

Straits Times

Stripping plywood veneers from the log.
Public Relations



Spinning cotton, a new industry.

Public Relations





Public Relation

A beach fishing seine being used in shallow waters round the coasts.

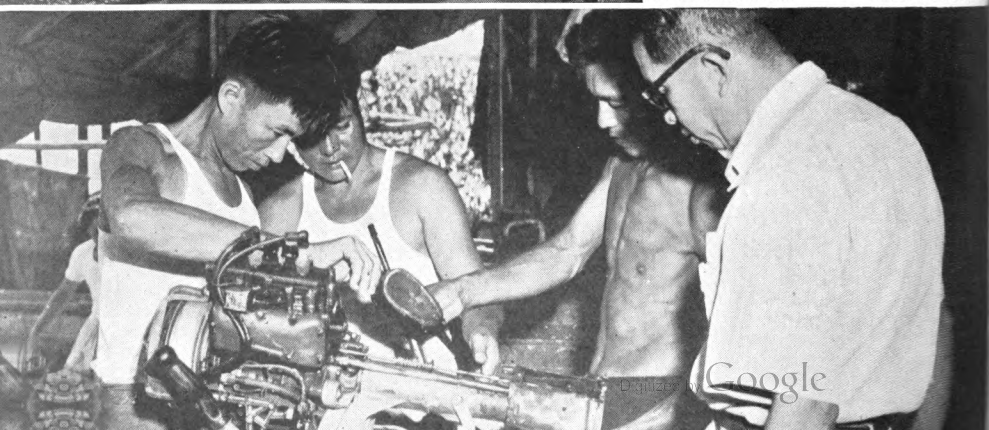


Freshwater carp rearing in ponds. The fish are fed on artificial foodstuffs and netted after about one year's growth.

A Government mobile out-board motor repair team tours fishing villages.

C. A. Gibson-Hill

Public Relation



requirements. All other controls on timber exports were removed. Grading and supervision of grading of timber for export under the Malayan Grading Rules to markets buying graded timber is carried out by the Forestry Division of the Department of Commerce and Industry.

FISHERIES

The fishing grounds exploited by local fishermen extend from the inshore areas round Singapore to the offshore areas in the South China Sea and the Indian Ocean. The main inshore fishing methods are kelongs and other fixed traps, various types of lines, beach seines, push nets and drift nets. In the offshore areas pair trawls, long lines, troll lines and drift nets are used. In addition many fishermen are engaged in the trapping of prawns and estuarine fish from swamps which have been converted into brackish water ponds. Others are engaged in the culture of carp and other fish in fresh water ponds.

The number of licensed fishermen employed in the industry rose from 5,775 in 1952 to 6,672 in 1953 of whom 73 per cent were Chinese and 25 per cent Malays. The number of gears licensed was 2,136 and the number of boats was 3,104. Of the latter 22 per cent were powered vessels representing an aggregate of 2,776 tons whilst the remaining 78 per cent were non-powered. The mechanization of the industry is growing apace. Capital for this industry is provided either by the producer himself or through wholesale agents and dealers.

Fresh fish is landed at various points on the Island and auctioned at the two City Council markets or the three privately owned markets. Auctions are conducted by wholesale agents who receive a commission from the fisherman and pay a fee to the market owner (see illustration opposite page 56).

MARKET HANDLING OF FISH

	(tons)		
	1951	1952	1953
Local Production ...	3,935.1	4,271.9	4,537.4
Imports from Indonesia ...	2,037.4	2,031.4	1,935.9
Imports from Burma, Borneo, Thailand, Hong Kong and India ...	78.9	107.8	191.1
Imports from Federation of Malaya ...	3,835.4	3,242.4	3,379.9
	<u>9,886.8</u>	<u>9,653.5</u>	<u>10,044.3</u>

It will be observed that local production is steadily taking an increasing share in the local demand.

There are 54 retail outlets in the city area and 25 in the rural area. In all there are about 1,000 fish retailers distributed roughly as follows:—

(i) Market retailers	...	...	51 per cent
(ii) Hawkers	...	...	40 per cent
(iii) Shop retailers	...	...	9 per cent

It is estimated that 86 per cent of the fish is retailed in the city area and the remaining 14 per cent in the rural area. The fish is almost wholly sold fresh and little use is made of cold storage facilities.

AVERAGE PRICES OF FRESH FISH

(per kati)

	1952		1953	
	Wholesale	Retail	Wholesale	Retail
	\$ c.	\$ c.	\$ c.	\$ c.
Bawal Putih	2 32	3 30	2 09	2 92
Bawal Hitam	1 60	1 80	1 37	1 57
Kurau	2 01	2 94	1 85	2 84
Senangin	1 60	1 84	1 52	1 71
Tenggiri	1 56	1 72	1 44	1 61
Belanak	1 29	1 59	1 23	1 40
Merah	1 01	1 46	66	91
Chencharu	71	89	62	77
Talang	45	59	39	54
Parang parang	1 36	1 56	1 29	1 46
Terubok	1 03	1 21	97	1 12
Yu	45	59	33	50
Pari	35	48	26	41
Prawns (large)	2 83	3 46	2 78	3 20
Gelams	44	59	36	52
Bilis	48	72	55	70
Kembong	87	1 12	71	89
Selar	1 29	1 53	1 17	1 32
Tamban	36	51	31	45
Ikan Buat Baja	20	26	14	22

(The Kati, variously spelled, is 1½ imperial pounds.)

There is a considerable entrepôt trade in salt fish as well as other marine produce. Imports of salt fish come mainly from Thailand, Cambodia and Riouw but recently Japan has contributed quite substantial amounts to the total. The dried fish are sorted, re-dried and then repacked in Singapore for despatch mainly to Indonesia.

IMPORTS AND EXPORTS OF SALT DRIED FISH

	1951		1952		1953	
	Tons	Value \$	Tons	Value \$	Tons	Value \$
Imports ..	41,948	31,291,405	49,566	34,325,384	30,441	19,669,755
Exports ..	36,614	38,302,294	46,148	44,994,151	28,690	25,523,289

The trade in other marine products such as beche-de-mer, blanchan, seaweed, fish maws, sharks' fins, green snail, and trochus shell and canned fish including canned salmon and canned sardine amounted to 5,803.57 tons valued at \$11,495,757 in imports and 4,901.92 tons valued at \$6,994,220 in exports during the year.

The Fisheries Division of the Department of Commerce and Industry is administered by a Deputy Director of Fisheries with a staff of twenty-five Fishery Inspectors. Local production is actively encouraged by the introduction of improved techniques, new methods and materials and the application of scientific research to the fisheries. The Government is also actively engaged in raising the standard of living of the local fishermen and in assisting them to meet the changing conditions within the industry. Towards the end of the year fishing experiments were carried out to demonstrate to local drift net fishermen the advantages of using motor vessels to exploit offshore drift net grounds. Experiments in the quick freezing of tropical fish showed that fish so treated compared favourably with freshly caught fish.

The Fisheries Loans Fund continued to assist fishermen to purchase materials on favourable terms. A mobile fisheries unit to instruct fishermen in the maintenance and repair of their boat engines began operations during the year. Special containers were designed for the use of fish hawkers to enable them to retail their fish in a more economical and sanitary manner.

QUARRYING

There are four granite quarries operated by the Public Works Department and by the City Council and there are a further eighteen operated by private firms. The total output in 1953 was approximately 400,000 cubic yards. Granite is found in the centre of Singapore Island and on the islet of Ubin. On the west of the Island the clayey soil is suitable for brickmaking and supports fourteen factories. Production in 1953 amounted to 48.4 million bricks.

There are no mines in Singapore.

MANUFACTURING INDUSTRIES

In the early stage industrial development in Singapore tended to be restricted to processing of local products and products entering into the entrepôt trade. Recent developments, however, indicate that there is a wide appreciation of the scope for light secondary industries in the Colony and a number of small scale industries such as biscuit, battery, edible oil and rubber goods factories have been established to provide consumer goods for the local market and in some cases also for oversea markets. The Government through its Department of Commerce and Industry is anxious to encourage this trend and will assist if requested in providing suitable factory sites. Singapore is fortunate in having available a plentiful supply of power and water in addition to the many financial and ancillary services available in this great international port (see illustrations opposite page 72).

During the year the Colony's first yarn spinning mill was opened. Its products embrace cotton yarn, staple fibre yarn and acetate-viscose spun yarn. The mill began production at the beginning of the year and now gives employment to some 250 full time employees. Total output of yarn for 1953 was 1,380,945 lbs. of which 951,849 lbs. were exported.

In addition two new large scale factories for the production of non-carbonated fruit juice also commenced operations. This expansion was mainly due to the success of a similar venture established towards the end of 1952. Production from the industry which includes a number of smaller concerns is estimated at twelve million bottles per month and there is a large export business.

Certain areas of the Island have been zoned for industrial development. One of these at Bukit Timah is an area of fifty-three acres owned and managed by the Colonial Development Corporation Ltd. By the end of 1953 some twenty-four acres had been taken up by industry. Included in the new industries established on the estate are a textile mill, an edible oil factory, a rope factory and a boot polish factory.

The Singapore Improvement Trust operates another industrial area at Alexandra Road. Seven sites have been taken up on 99-year lease and factories include a large metal and aluminium works, a biscuit factory and a brewery. The Trust has also allocated twelve large sites and twelve small sites which are now in various stages of negotiation. There now remain only five sites from 16,000 square feet to 40,000 square feet available for applicants.

Cottage industries include basket making, pottery, fish net making, incense making, wood carving, silver work, etc. These industries are in the hands of very small scale operators and are often conducted on a family basis (see illustrations opposite page 57).

CO-OPERATIVE SOCIETIES

The co-operative movement is well established among the salary and wage-earners in Singapore but there is little room for consumer's co-operation in a city which already has 17,000 shops and 15,000 hawkers all striving competitively with one another. In the rural areas the farmers and fishermen do not depend for their livelihood on a small number of products sold for export but on a large number sold to innumerable nearby wholesalers and retailers for local consumption. Here again there is little inducement to co-operate. The most successful field so far is that of thrift and loan societies. These collect subscriptions from and grant loans to white collar workers and other classes of members who can be relied upon not to abscond. Societies of this kind can accept a member's reputation as security and charge far less interest than an ordinary money lender who has no security and many bad debts. There is one co-operative union with a membership of sixteen societies.

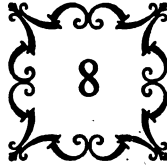
CO-OPERATIVE SOCIETIES

	<i>Number of Societies</i>		<i>Membership</i>	
	1952	1953	1952	1953
Thrift and loan, credit and similar societies ...	41	45*	17,258	20,067
Consumers' Societies ...	4	4	7,214	1,658
Housing (see page 86) ...	1	1	371	442

* 13 of these with a membership of 2,340 in 1953 were among Malay fishermen.

The law relating to co-operative societies was revised and re-enacted during the year. It is administered by the Government Co-operative Officer and his staff.

Outside the legal definition of co-operative society are the numerous Chinese societies which provide death benefits. These were originally brought by immigrants from China and are now an established feature of the Colony. Members pay small monthly subscriptions and on their death or the death of near relatives receive the costs of the funeral. Some of these societies are wealthy, with landed property and many charitable works to their credit. There were 139 on the books of the Registrar of Societies in 1953.



Town Planning and Housing

THE DENSITY of the population and the jostling for building space round the harbour have always presented a major problem. Only three years after the foundation of the Settlement of Singapore Sir Stamford Raffles appointed a town planning committee 'in order to afford comfort and security to the different descriptions of inhabitants who have resorted to the Settlement and to prevent confusion and disputes hereafter'. This committee allotted the area on either side of the Singapore River to the Government and to the different races, and these groupings have largely persisted to the present day. There has not since 1822 been any demarcation of areas to racial communities. The streets are arranged in a geometrical pattern which the 'Town Committee' prescribed and the shophouses along them still have a 'verandah open at all times as a continued and covered passage at each side of the street'. In later years the laying out of roads has been carried out by the City Council and by the Public Works Department working in close collaboration with the Singapore Improvement Trust.

The Singapore Improvement Trust was formed under the Singapore Improvement Ordinance in July, 1927. The Ordinance provides for a board of trustees, eleven in number, with the President of the City Council as chairman. The other official members are the Financial Secretary of the Colony, the Chairman of the Rural Board, the Director of Public Works and the City Health Officer, with six unofficial trustees, three of whom are nominated by the Governor, two by the City Council and one by the Rural Board (see page 209). The chief executive officer is the Manager.

The main duty of the Trust is to prepare and maintain a General Improvement Plan to which additions and amendments, approved by the Governor in Council, are made from time to time. In December, 1951, the Trust was given the duty of preparing a Master Plan for the whole Colony before the 1st of January, 1955, and this work is now being carried out. This Master Plan must be reviewed every five years after a quinquennial survey and report.

The work of the Trust is carried out by seven departments under the general supervision of the Manager. They are the General Improvement Plan Department, Estates and Lands Department, Architects Department, Survey Department, Secretariat, Accounts Department and Diagnostic Survey Team. At the end of 1953 the staff of the Trust was 33 senior officers, 318 junior officers and 469 labourers, plant and machine operators, etc.

Its main sources of revenue, other than from the rents of its housing estates, are a 2 per cent improvement rate levied on properties in the city area and an equivalent contribution from Government. Approximately \$11½ millions was spent from Government loan funds on new housing.

The Diagnostic Survey Team was formed in January, 1952, to carry out a diagnostic survey of the Colony of Singapore, and to submit to the Governor in Council, after three years, a report of the survey, together with a Master Plan indicating the manner in which it is proposed that land in the Colony should be used. The Team functions as a department of the Singapore Improvement Trust advised by Sir George L. Pepler, C.B., Town Planning Adviser to the Colony. The work of the Team falls into two categories:—

- (i) survey and research;
- (ii) preparation of the Master Plan.

TOWN AND COUNTRY PLANNING

The Trust works in close co-ordination with Government departments, the City Council and the Rural Board, which are appropriately represented on the Board of Trustees. Technical officers of the Trust serve on a number of Government, City Council and Rural Board committees, the chief of which are the Planning Co-ordination, Kallang Basin and Airport Redevelopment, Singapore River, Flood Alleviation, Special Markets and Rural Board Zoning Committees.

In addition to participating in the work of such committees, the Trust has itself investigated both general problems and specific needs and has in numerous cases put forward definite proposals which have been carried into effect. The findings of the diagnostic survey have naturally been of the utmost value in this connection.

In the field of private development, a large number of persons have availed themselves of consultant advice given by the Trust and this has facilitated the control of development during the difficult interim period which must elapse before the publication of the Master Plan. The number of such references has been in excess of that for any previous year.

The Master Plan

The Diagnostic Survey Team has completed the programme of surveys begun in 1952, and has dealt with the following subjects:—

- (i) general land use—central areas, suburban, rural areas;
- (ii) survey of areas used for temporary and attap buildings;
- (iii) industrial resources;
- (iv) building resources;
- (v) car parking in central areas;
- (vi) census of the volume of traffic passing over roads.

Though the work of the study groups is still going on, the data already obtained by the surveys is now being analysed and the final proposals of the Master Plan are being formulated, prior to its presentation for approval by the end of 1954.

The Plan, apart from suggesting the broad lines of development for a considerable period to come, will take into account the phenomenal increase in population (see page 10) which, if it conforms to the present trend will reach over 2,000,000 by 1972. The Plan will make suggestions for the housing programme and other implications which such a situation involves. The effect on the industrial and commercial structure will also be examined.

Proposals, in broad outline, will also be included for the re-development of the central areas of the City, and the improvement of road communications. Public works already proposed or about to be carried out have been planned to co-ordinate with the Master Plan.

A Preliminary Island Plan, intended to be used as a medium for consultation and to test public opinion before the Master Plan is

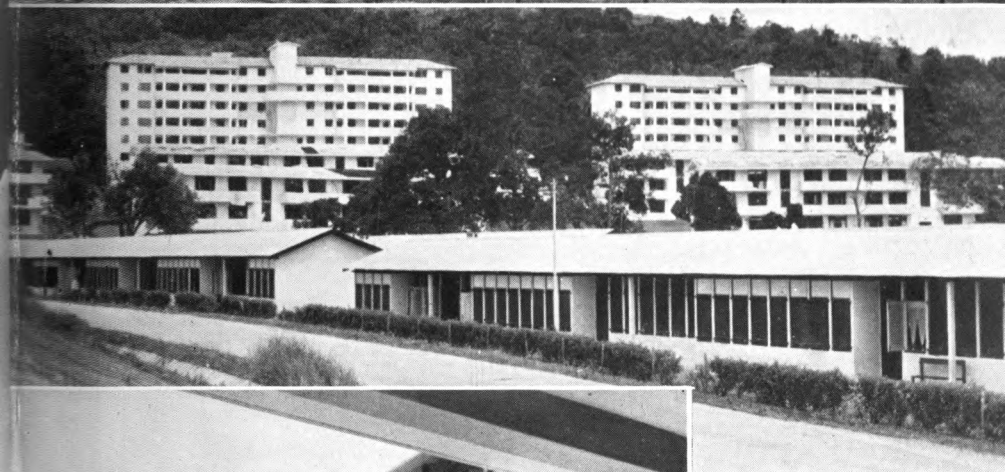


Siong Lim Buddhist Monastery.

C. A. Gibson-Hi



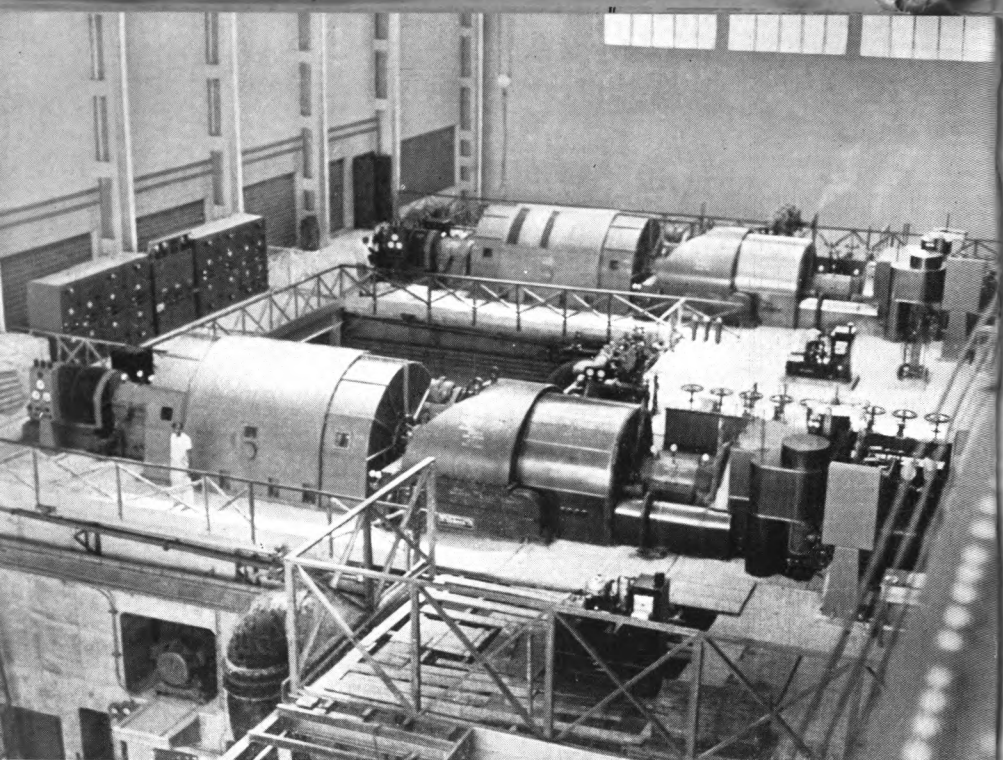
storex X3. Nine-storey Singapore Improvement Trust flats in Upper Pickering Street. Digitized by Google C. A. Gibson-Hill



Singapore Improvement Trust

Improvement Trust flats at Tiong Bahru (above) and Princess Elizabeth Park (centre). In the foreground are low rent workmen's quarters.

Quadrangle of the new Nurses Hostel erected by the Public Works Department.



City Council

New Pasir Panjang Power Station nearing completion in June. It was opened on 3rd July with its first two generators in operation.

City Council



finalized, has been ready since the beginning of 1953, but cannot be issued in advance of the enactment of legislation designed to prevent the land speculation which might result from its proposals.

Planning Control

Of the 873 planning proposals received by the Trust from public bodies and private individuals during the year, 283 were withdrawn, 548 approved and 58 disapproved. These approvals represent 5,551 buildings, including those in the Trust's own housing programme. A number of additions and alterations to the General Improvement Plan have been under consideration but only one was presented to and approved by the Governor in Council.

Redevelopment

Redevelopment proposals in the form of improvement schemes have been restricted by the fact that only a very limited amount of money is available from the Improvement Fund for this purpose. A comprehensive improvement scheme for the redevelopment of Covent Garden is being pressed forward, and a pending scheme for the relief of flooding in the Grove Estate area has been prepared. Other large improvement schemes such as that for the Telok Ayer area have had to be held in abeyance for lack of funds.

General Planning

The preparation of layouts for extensive areas of Crown land such as the Kallang Airport area, the Kallang Basin, Tanjong Rhu and Beach Road Reclamation, has occupied a considerable amount of time.

Site Preparation

A major earthworks programme is being carried out by the Trust to raise the level of low-lying land and to grade off hilly land for development projects. In 1953, some 315,000 cubic yards of earth was moved for this purpose, the greater part by mechanical equipment owned and operated by the Trust.

HOUSING

The housing carried out for the civilian population in Singapore may be broadly divided into three categories:—

- (i) housing carried out by the Singapore Improvement Trust;
- (ii) housing carried out by public bodies for their own staff;
- (iii) housing carried out by private enterprise.

Singapore Improvement Trust

For some years, the Singapore Improvement Trust has been responsible for almost half the total volume of housing constructed in Singapore. It functions as the official Government agency for public housing in the Colony.

From the time of its inception in 1927 until 1936, the only new housing constructed by the Trust was the very limited amount which resulted from its improvement schemes. By 1936, however, a definite housing shortage had become apparent, especially amongst the working classes, and the Trust began building low-cost accommodation mainly for this class of the population. Before 1942, the Trust had constructed 2,049 dwellings comprising 793 flats, 779 houses, 477 tenement rooms, and 54 shops.

The large influx of population and the lack of authorized building during the Japanese occupation produced serious overcrowding and the housing shortage on the resumption of Civil Government in 1946 was acute, whilst building costs were very high. But research into economical methods of planning and construction produced designs which could still be rented at a figure within the reach of large numbers of those who most needed housing. The Trust therefore again began building towards the end of 1946 and has since continued to build at an ever-increasing rate.

Many different types of dwellings have been produced with a variety of structural schemes, most of them the result of the Trust's own research and experiment and ranging from single storey terrace quarters to nine-storey blocks of flats. The whole of the housing constructed has been designed for income groups of under \$600 a month. Rentals of post-war properties ranged from \$20 to \$90 a month.

Up to the end of 1953 the Trust had constructed a total of 9,652 housing units and 467 shops including its pre-war developments.

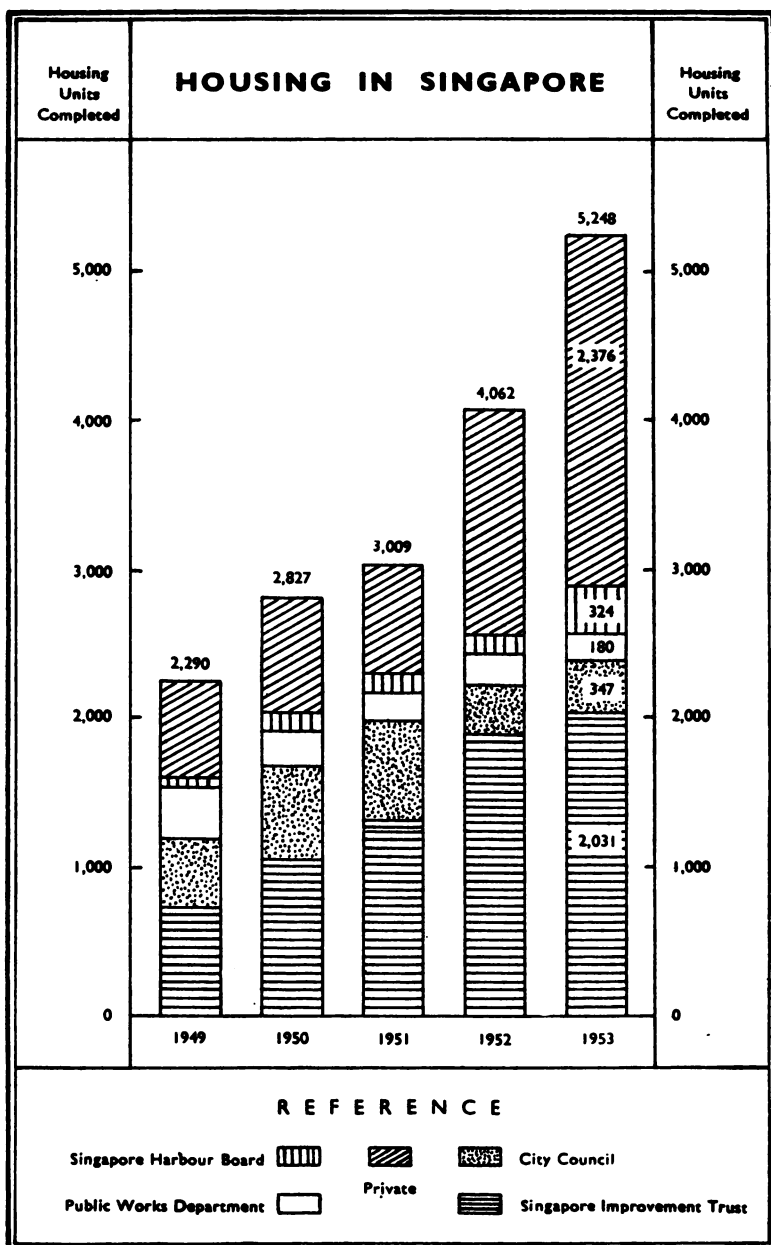
The year 1953 in particular was in almost every way a most successful one. For the first time in the Trust's history, more than 2,000 dwelling units were completed, the detailed figures being 1,712 flats, 329 one and two-storey low rental units and 27 shops—a total of 2,068 units of all kinds. In addition, there were 1,544 dwelling units and 10 shops under construction on 31st December, 1953, and the expenditure on housing during the year was approximately \$11½ millions.

Following the severe rise in building costs during 1951 and the early part of 1952, prices began to fall during the second half of

1952 and continued to fall throughout 1953. This fall was due to three main factors: the drop in the prices of materials, the introduction and acceptance by the City Council of a code of practice for low-cost housing, and the Trust's continual research for the most economical and efficient methods and designs. The cost of two and three bedroom flats of the latest designs has been between \$5,000 and \$6,300 per unit, inclusive of earthworks, piling, roads, services, etc., but excluding land. The rents of the latest of these types ranged from \$42 to \$50 for a two-bedroomed flat.

In the middle of the year, as a result of its persistent efforts to evolve economic designs and to meet the voracious demands for housing at a very cheap rent, the Trust produced a design for a single storey dwelling of a minimum standard which could be built quickly and cheaply. As the building of prototype units has now become an established method of testing out new ideas and obtaining the views and reactions of interested persons, this method was followed in the present instance and the design, with minor amendments, met with general approval. Two schemes of dwellings of this type totalling 326 units were constructed on behalf of the Government for the victims of the Lorong 3 fire (see illustration between pages 96 and 97). The average inclusive cost was under \$2,000 per unit and both schemes were completed within two and a half months. Rentals are \$22 and \$23.80 per month. Since the success of these first schemes Government has acquired several other sites for this low-cost housing and the Trust will in future incorporate a large number of these and similar types in all future building programmes for which Government loans are sought. Two-storey prototype units of a similar standard have been constructed and are now included in future programmes.

During the year, earthworks have been proceeding at full pressure on the site of Singapore's first new town, Queenstown, and the first flats have been built at Princess Margaret neighbourhood. At the same time, a very great deal of work has been done in planning the whole 540-acre site as a modern, efficient and complete town. When completed, Queenstown will hold at least 65,000 people living in five neighbourhood units, each provided with its own shops, markets, schools, playing fields, places of amusement and other community facilities. All the neighbourhoods will be related to one another and knit together to form a complete town where people can live a comfortable, convenient and healthy life within reasonable distances from their work.



The Trust housing as in previous years has been carried out by means of Government loans. Up to 1951 these loans were for a period of sixty years at 3 per cent but from 1951 they have been at 4 per cent over the same period. However, for the special low-cost dwellings, at \$2,000 per unit, money has been made available at 3 per cent over forty years which is estimated to be the life of that type of construction. The total amount of loans granted from 1948 up to the end of 1953 was \$59½ millions. Since then, a further loan of \$33½ millions has been made available to cover schemes providing for 5,959 dwelling units, 137 shops and 10 markets. Rentals are charged covering the cost of repayment of loans and interest, management, maintenance and City Council assessment.

It will be seen that loans at a low rate of interest over a long period, constitute a form of subsidy for public housing. In addition to this form of subsidy, the Government has undertaken to write off part of the capital cost of the land and services required for any scheme in order that the Trust may charge an economic rental within the means of the people for whom the housing is intended. The object of this form of subsidy is to avoid the dangers of direct subsidies on rents.

Public Authorities

The housing carried out by other public authorities (i) the City Council, (ii) the Public Works Department for the Government and (iii) the Singapore Harbour Board, has been for the purpose of providing accommodation for their own employees. In 1953 the City Council completed 347 dwelling units, the Public Works Department 180 and the Singapore Harbour Board 324. The quarters built by the Public Works Department were for Government officers in various localities of the Colony at an approximate cost of \$525,000. Drawings are in course of preparation for further accommodation which is estimated to cost about \$1½ millions.

The total number of permanent dwelling houses owned by public bodies in Singapore is as follows:—

9,652 by the Improvement Trust.

6,694 by the Public Works Department for housing Government employees.

4,300 by the City Council for its employees.

5,529 by the Harbour Board for its employees.

Total 26,175 owned by public bodies.

In addition to the above the Armed Services provide quarters for many locally engaged civilians. It is estimated that 20,000 civilians are so housed quite apart from the military quarters provided for the large number of service men and women.

Private Building

As mentioned above the erection of buildings is subject to the planning control of the Improvement Trust especially in such matters as the areas in which houses and shops are put up. Buildings are also regulated as to their actual design by building regulations and by-laws administered by the building authorities—in the city area this is the City Architect and Building Surveyor and in the rest of the Island it is the Rural Board Building Surveyor—and plans require prior approval by these authorities before erection may begin.

PRIVATE BUILDING					
		1952		1953	
		City	Rural	City	Rural
Plans approved	...	1,669	647	1,504	624
Buildings completed	...	965	735	1,301	1,039

The buildings completed during 1953 included 2,356 dwelling units of which 302 in rural areas were of temporary construction. Some of the buildings in the above table were terrace houses and flats which contained many dwelling units.

In the more congested areas of the city the building of wood and attap houses in sites without adequate sanitation had been continuing steadily for over ten years. Their existence impeded orderly development and the City Council decided to demolish all such premises which were erected after 1st July, 1953. It was in fact only necessary to demolish in a few blatant cases.

Private developers are giving increasing attention to the needs of the middle income groups. Two large private estates are providing houses in well-ordered development schemes, whilst in other schemes estate roads and services are being provided and the land sold off in small easily manageable lots to individual owners who then erect their own houses. In Singapore there is not the large number of building societies found in other countries. However, there is at least one society which is now concentrating its activities on mortgage loans in respect of small house property. There is considerable scope for such activity, as it cannot be too strongly stressed that building for the middle class in Singapore is almost as badly needed as that for the lowest income groups.

In this connection the Government has a scheme for advancing loans to its employees for the purchase of houses up to 95 per cent of their cost. By the end of the year eighty-eight applications had been approved, excluding withdrawals, and building had begun or land had actually been purchased in twenty-eight cases. The maximum of \$2 millions originally approved for such advances had been allotted by November and was increased to \$3 millions.

The rents of all properties built and let out before the war are subject to the Control of Rent Ordinance, 1953. So far as houses are concerned, owners are not permitted to increase the rents which prevailed on 3rd September, 1939, by more than fixed amounts ranging from 5 to 20 per cent, according to the class of house. In certain specific cases, some additional increases are permitted beyond these controlled amounts, but the broad guiding principle remains the same. Differences which arise between landlord and tenant may be referred to a Rent Conciliation Board constituted under the Ordinance. The Board consists of a chairman with legal qualifications and eight unofficial members. In 1953, it met 104 times and dealt with 1,875 applications. Buildings erected after 1st August, 1947 are not subject to control, neither are the rents of such properties restricted in any way.

As in various other countries of the world there has been, and still is, a black market in rented properties, particularly in those which are subject to Rent Control. The rents of some uncontrolled houses in certain districts, more particularly furnished houses and flats in the higher priced class of dwellings, were beginning to show signs of decline towards the end of the year.



Education

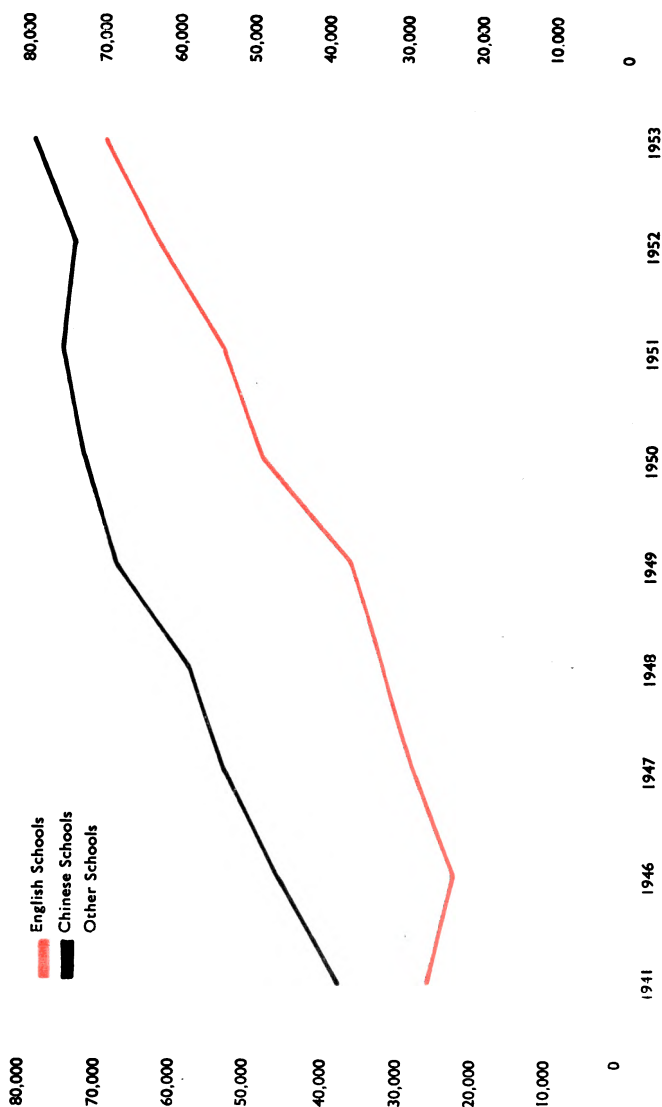
SINGAPORE SCHOOLS are classified for administrative convenience according to the language which is the medium of instruction. Malay schools with one exception are wholly maintained by the Government; of English schools some are maintained and others receive very considerable financial aid; and all Tamil schools and many Chinese schools are aided. The aid to English schools takes many forms and includes the salaries and training of teachers and large subsidies for new buildings; the aid to Chinese schools consists of capitation grants and the salaries of teachers of English.

Free primary education was given in 1953 to pupils in the correct age-groups in the first five years of all Government and Government-aided English schools. Next year education will be free throughout the six-year primary course.

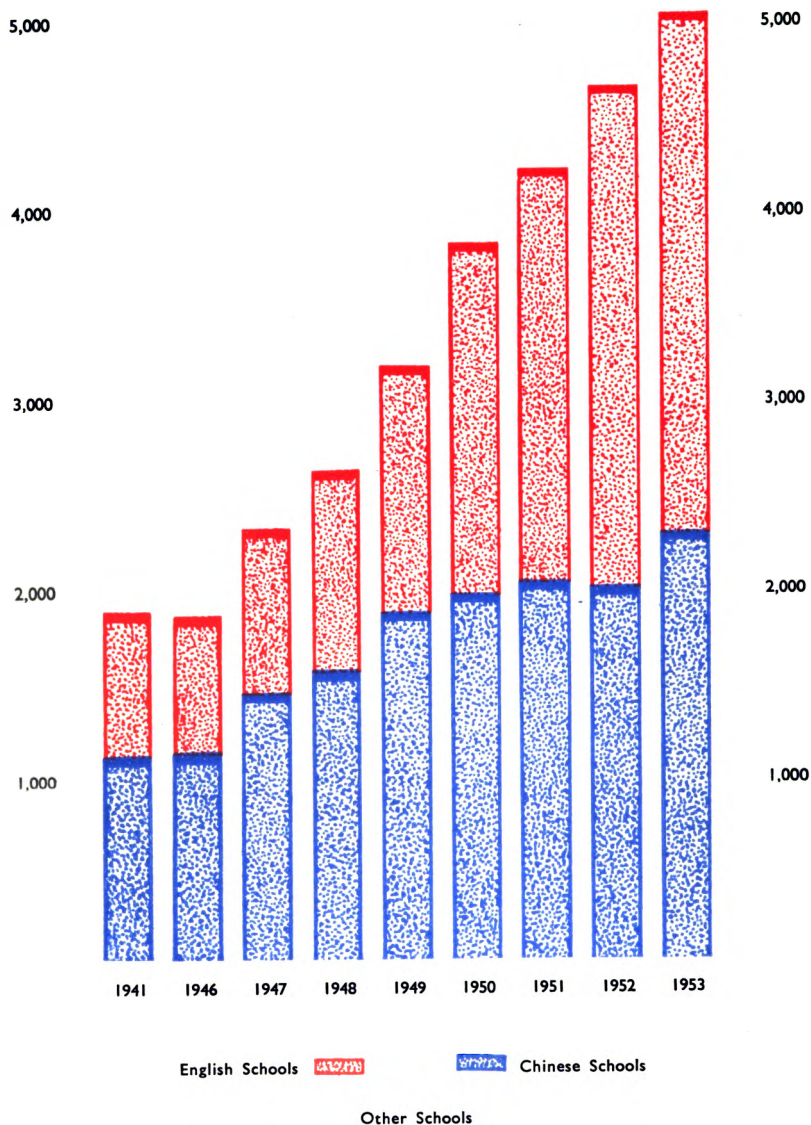
Schools of special types include a junior technical school, an aided technical school, handicraft schools, a school of building and a nautical school, all but one run by the Government. There are some non-aided English schools, mainly proprietary institutions run for profit.

All schools are subject to legislation providing for the registration of schools and teachers, the construction of buildings and kindred matters. The administration of Government schools, the inspection of schools and day-to-day financial administration are the responsibility of the Director of Education. He is assisted by two statutory bodies, the Singapore Education Committee which advises on matters of policy and the Education Finance Board.

ENROLMENTS IN REGISTERED SCHOOLS



TEACHING STAFF OF REGISTERED SCHOOLS



FINANCE

The Government provides the salaries of the officers and teachers employed by the Education Department and the cost of buildings and equipment for Government schools. There is a contribution to education from the City Council and Rural Board rates amounting in 1953 to \$1,104,002. The cost of education in the year, including the capital cost of new schools, but excluding charges for living quarters, was \$20,936,382; the corresponding figures in 1951 and 1952 were \$16,344,440 and \$19,310,891.

GOVERNMENT EXPENDITURE ON EDUCATION, 1953

		\$
Capital expenditure on new schools and non-recurrent expenditure ...	...	2,541,571
Salaries of departmental staff and Government school teachers ...	...	8,645,982
Grants-in-aid:		\$
English schools ...	3,880,397	
Chinese schools ...	1,638,310	
Indian schools ...	93,021	
	—————	5,611,728
Other annually recurrent expenditure ...		4,137,101
		—————
Total ...		20,936,382

Grants-in-aid in 1952 amounted to \$4,888,862.

The estimated expenditure on education other than by the Government was \$7,400,000.

School fees ranging from \$2.50 a month to \$6 a month are paid by some primary pupils and by the majority of secondary pupils in Government and aided English schools. These fees amounted to \$1,010,941.01 in 1953 and were collected and administered by the Education Finance Board separately from the moneys mentioned above. They form a useful fund for buying sports and games equipment, for providing for the innumerable extra-curricular activities which go to make up school life, and for contributing to the annually recurrent upkeep of the English schools.

SCHOOLS, TEACHERS AND PUPILS, 1953

<i>Medium of Instruction</i>	<i>No. of Schools</i>	<i>NUMBER OF PUPILS</i>			<i>NUMBER OF TEACHERS</i>		
		<i>Boys</i>	<i>Girls</i>	<i>Total</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>
A. Government Schools							
English	80	26,973	10,583	37,556	986	541	1,527
Malay	36	5,556	3,477	9,033	222	81	303
Junior Technical Schools	1	190	..	190	13	..	13
Total ..	117	32,719	14,060	46,779	1,221	622	1,843
B. Government-Aided Schools							
English	42	12,799	12,737	25,536	328	588	916
Chinese	111	38,320	20,266	58,586	911	829	1,740
Indian	21	461	810	1,271	19	30	49
Malay	1	145	58	203	6	1	7
Junior Technical Schools	1	104	..	104	9	..	9
Total ..	176	51,829	33,871	85,700	1,273	1,448	2,721
C. Non-Aided Schools							
English	53	5,249	2,483	7,732	132	180	312
Chinese	162	14,314	6,372	20,686	276	260	536
Total ..	215	19,563	8,855	28,418	408	440	848
Total Registered Schools	508	104,111	56,786	160,897	2,902	2,510	5,412
Other Registered Institutions	51	6,175	2,690	8,865	143	37	180
Total Registered Institutions	559	110,286	59,476	169,762	3,045	2,547	5,592
Schools not Registered or exempt from Registration							
Chinese	4	466	196	662	9	7	16
Arabic	6	531	356	887	26	8	34
Total ..	10	997	552	1,549	35	15	50
Grand Total ..	569	111,283	60,028	171,311	3,080	2,562	5,642

The figures do not include students in the University, the Teachers' Training College, classes run by the Adult Education Council, or the Nautical School.

PRIMARY AND SECONDARY EDUCATION

Ten-Year Plan

The development of education in Singapore since the war has been governed by the Ten-Year Plan proposed by the Director of Education in 1946 and adopted by the Singapore Advisory Council in August 1947. The plan was based on the following general principles:—

- (i) that education should aim at fostering and extending the capacity for self-government and the ideal of civic loyalty and responsibility;
- (ii) that equal educational opportunity should be afforded to the children—both boys and girls—of all races;
- (iii) that upon a basis of free primary education there should be developed such secondary, vocational, and higher education as would best meet the needs of the country.

Under the plan primary education was to be free though not compulsory. The aim was to give a six-year course for children aged approximately 6 to 12 years, with English, Chinese, Malay or Tamil as the medium of instruction according to the parents' choice. Ten new primary schools a year were to have been built, each to accommodate 500 pupils. But as early as 1950, it was realized that the rate of school building would have to be increased. A Supplementary Five-Year Plan was therefore introduced which called for the building of eighteen new schools a year on a simpler standard pattern. This total was reached in 1950, but in later years high building costs and the scarcity of sites slowed down the programme. Nevertheless, by October 1953, there were 144,000 children actually in primary schools although there were in the Colony only 134,000 children in the specified six-year primary age-group. The main aim of the Ten-Year Plan has therefore been achieved, and the Colony is ready to enter on the second phase of its development programme. This phase will see the growth of the primary age-group from 134,000 to 240,000 in six years, at the end of which almost one in five of the total population will be of primary school age. The difficulties of the rehabilitation period have been triumphantly overcome; the even greater difficulties of the future are faced with hope and determination.

During 1953, in spite of the severe strain on the staff of the Public Works Department and difficulties over sites and construction, the number of schools continued to increase. One secondary school, one primary school, and a school of building, all began

in 1952, were completed; six new primary schools were built and occupied; and work was started on three secondary schools and five primary schools. In addition there was much supplementary construction of science and domestic science blocks, tiffin sheds and playing fields.

The shortage of suitable school sites in the urban areas increases, but more economical use is now being made of them by building a new type of three-storey primary school, and by putting two or more schools on the same site. In this way, as well as by using schools to house two sessions, one in the morning and one in the afternoon, accommodation is being provided for many more children.

On 8th December, 1953, the Government published proposals for bilingual education and increased aid to Chinese schools. The aim is that the Chinese schools should provide an education centred on Singapore and Malaya and designed to turn out good citizens of the Colony with a sound working knowledge of Chinese and English. Chinese schools which accept this policy will, if they are already aided, receive greatly increased grants and if they are unaided will receive substantial new grants. In translating this policy into action the schools will have to rely on the Government to supply not only most of the teachers of English but also new text-books with a local background. The first four series of these text-books have recently been published.

By the end of 1953, the effects of the disruption of normal education services by the Japanese occupation were still apparent in the numbers of overage children still in school, though much less so than in previous years, and it was possible for the Government to take over many of the 'continuation' schools which had originally been opened to accommodate these children. It is impossible to give any reliable figures of the average ages at which children enter and leave the different types of school, or at which children of the different races enter or leave school. All that can be said is that the average age of admission to the primary school is approximately seven, but that large numbers of children, especially Chinese, first spend one or two years in kindergarten schools. There is very little wastage in the English primary schools, and more than half the pupils go on to the secondary school; in the Chinese primary schools the wastage is greater and only about one pupil in six goes to the secondary school; and in the Malay and Tamil schools the average school life is five years and three years respectively. What must not be forgotten, however, is that there are

children of all races in the English schools, and that figures for the vernacular schools alone may give a misleading picture of the education of children of the various racial communities.

Teachers

Where, as in Singapore, there is not only a rapidly increasing school population with a constant or decreasing field of recruitment for teachers, but also a system which provides for instruction in four different languages, it is far from easy to maintain an adequate flow of teachers to all schools. As the demand is greatest for an English education, the main efforts of the Government have been focussed on the recruitment and training of teachers of English. During the year, a new scheme of service was finally approved which includes all grades of qualified English teachers in one unified salary scheme. Points of entry to the salary scale are determined by qualifications and experience, and provision is also made for the payment of pensionable allowances to principals of schools, inspectors, specialist organizers and specialist teachers in the top forms of secondary schools, the amount of the allowance depending on the degree of responsibility.

The standards required of teachers in Government and Aided English schools are high. The aim is that the secondary schools should be staffed by graduates of recognized universities, and the primary schools by teachers who, after a good pass in the Cambridge School Certificate, have completed a two-year full-time course at the Government Teachers' Training College. But the continuously increasing need for teachers has made it impossible as yet fully to achieve this aim. There are still many non-graduates on the staffs of secondary schools, and most recruits to primary teaching must serve as probationer teachers while they receive part-time training over a period of three years in Normal classes. Normal classes have also been organized for a large number of under-qualified teachers in English and for a few classes of teachers in Chinese.

The most serious shortage is of lecturers for the Training College and of graduate teachers for the senior classes of the secondary schools. An attempt has been made to increase the supply of graduate teachers from the University by the offer of a large number of teaching bursaries, but although the opportunities for graduates in the teaching profession are excellent the response has not been good, and it is still necessary to seek recruits abroad.

TEACHERS IN TRAINING, 1953

	Men	Women	Total
<i>A. In Singapore</i>			
Teachers' Training College Certificate Course ...	88	59	147
Normal Classes ...	514	177	691
English Teachers under training in other schemes ...	6	14	20
Probationers under training in Malay Schools ...	46	44	90
Chinese Teachers' Training Classes ...	68	99	167
Post-graduate students taking Diploma of Education at University of Malaya ...	4	5	9
<i>B. In the Federation of Malaya</i>			
Sultan Idris Training College ...	25	—	25
Malay Women's Training College ...	—	7	7
Total ...	751	405	1,156

School Broadcasting

With almost half the schools in the Colony now equipped with receiving sets, the total number of schools taking broadcast lessons in 1953 increased to 245, which was 36 more than in 1952. The Broadcasting Department was responsible in 1953 for 62 programmes per week, in English, Tamil, Malay and Chinese which is believed to be more than in any other broadcasting organization in the world. These programmes were broadcast to both morning and afternoon schools. During school terms there are eleven hours of school broadcasting in English, six hours in Chinese, four and a half in Malay and two and a half in Tamil every week. Features of English school programmes were those with a Malayan background, on 'Law and Order', 'Malayan Economics' and 'Scenes from Asian History'. In Chinese school programmes the quiz sessions were very popular, and resulted in a marked increase in the number of listening schools. The number of Tamil schools listening to broadcast programmes has almost doubled. See illustration opposite page 96.

The Broadcasting Department supplements its lessons with notes and explanatory material and by a regular exchange of views with the teachers is able to make its programmes more effective. School broadcasts are not regarded as lessons in themselves but as aids to teaching; by bringing the outside world into the classroom they provide a stimulus beyond the resources of schools teaching by traditional methods.

Sport

Many Colony records in athletics and swimming are held by senior school pupils, and in badminton, basket-ball and table tennis, school pupils are among the leading players. Combined school teams play hockey, cricket and association and rugby football matches against the leading Singapore club sides. Physical education of all kinds is actively encouraged as a desirable adjunct to the life of school children the majority of whom are city dwellers. It is standard practice to provide playing fields for all new schools.

FURTHER EDUCATION

University of Malaya

The University of Malaya was established in 1949 as the result of a report on higher education made by Sir Alexander Carr-Saunders. It is sponsored and financed jointly by the Governments of the Federation of Malaya and of Singapore, and is located in Singapore in the buildings of the former Raffles College and King Edward VII College of Medicine to which post-war additions have been made. The Court and Council of the University are statutory bodies constituted under the laws of the two territories. It is organized in three faculties: Arts, Science and Medicine.

DISTRIBUTION OF STUDENTS BY RACE

	<i>Arts</i>		<i>Science</i>		<i>Medicine (including Dentistry and Pharmacy)</i>		<i>Total</i>		<i>Grand Total</i>
	<i>M.</i>	<i>F.</i>	<i>M.</i>	<i>F.</i>	<i>M.</i>	<i>F.</i>	<i>M.</i>	<i>F.</i>	
Chinese	.. 100	55	83	12	286	49	469	116	585
Malays	.. 44	4	11	1	28	2	83	7	90
Indians	.. 34	13	13	5	44	7	91	25	116
Ceylonese	.. 21	11	15	3	54	8	90	22	112
Eurasians	.. 10	5	8	1	8	2	26	8	34
Others	.. 5	4	2	..	4	2	11	6	17
Total	.. 214	92	132	22	424	70	770	184	954

Of these students 372 (282 men and 90 women) were from Singapore; they were distributed among the various faculties as follows:—

Arts	...	...	129
Science	...	...	62
Medicine	...	...	181

The Chancellor of the University of Malaya since its foundation in 1949 has been His Excellency the Commissioner-General for

the United Kingdom in South-East Asia. The permanent staff comprises the Vice-Chancellor and an academic staff of all races. A Department of Chinese Studies came into being during 1953 as the 36th of the several departments into which the University is divided for teaching purposes. At the end of the year the staff consisted of 23 professors and 129 lecturers including part-time lecturers.

The University has grown rapidly since its foundation and the early plans for its expansion have had to be completely reconsidered. Hostel accommodation has already been provided for 667 students and 287 others have their homes in Singapore. Further hostel accommodation is planned. A new library building costing over \$900,000 was built during 1953. At present the library has some 155,000 volumes of which about 80,000 are in Chinese and 75,000 in English. The most up-to-date storage, cataloguing and microfilming equipment is installed.

Further Education Overseas

A large number of private students from Singapore seek higher education abroad mainly in the United Kingdom, Australia and the United States. The Government has contributed to an International House which is being established in Melbourne as a centre for Australian and Asian students.

SINGAPORE STUDENTS OVERSEAS ON 31ST DECEMBER, 1953

	<i>In United Kingdom</i>	<i>In Australia</i>	<i>In U.S.A.</i>
Singapore Government scholarships and studentships for Government employees. (See also page 207) ...	106	—	—
Queen's Scholarships and Fellowships* ...	5	—	—
Colonial Development and Welfare Fund studentships ...	6	1	—
Colombo Plan studentships ...	—	28	—
Australian Imperial Forces Nursing Scholarships ...	—	2	—
United Nations Expanded Technical Assistance awards ...	1	—	—
U.S.A. Government assisted students ...	—	—	10
Private students (i.e. those who bear the cost of their studies themselves) ...	185	350	90

The figures for private students are not necessarily complete as these students are not obliged to consult the Government before taking up training overseas. Figures for students of primary and secondary school age are not included.

* Awarded by the Singapore Government since 1885 to secondary school and University students to enable them to undertake higher studies.



The new University Library.

Public Relations

Bringing the outside world to the classroom. A Radio Malaya school broadcast.

Public Relations





Straits Times

On 16th July a fire destroyed the homes of 2,000 people in the suburb of Geylang.

The victims were given food, shelter and other help the same day.

By October all were rehoused.

S.I.T.

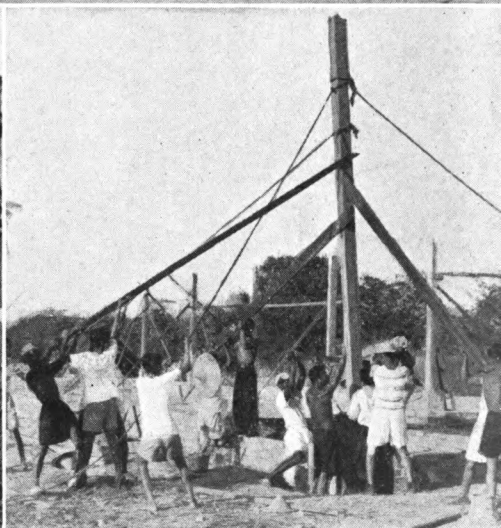
Straits Times



No Chinese school is complete without its basket ball team of girls or boys.



Public Relations

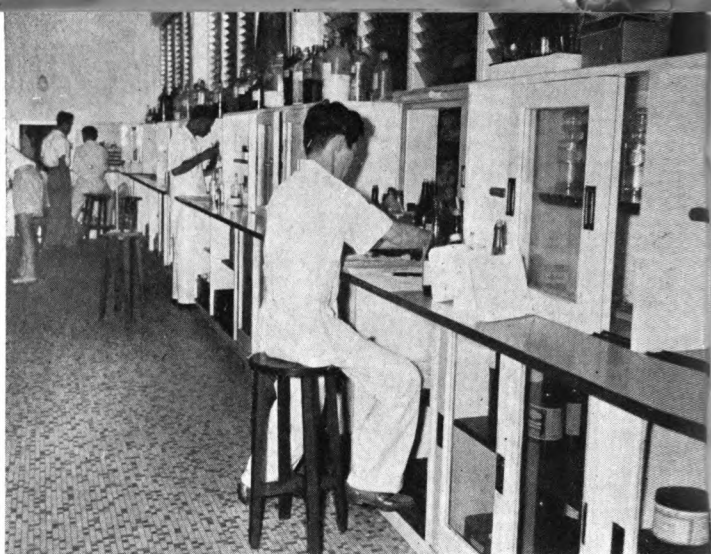


Francis Lee



His Excellency the Governor with members of Singapore Youth organizations at work on their new holiday camp.

The new out-patient clinic at the General Hospital caters for six simultaneous consultations.



Public Relations



It includes a large new dispensary, and is the centre of the ambulance service,

Public Relations

Public Relations

Although former facilities were doubled the demand had caught up in by the end of the year.



Adult Education

The Council for Adult Education is an independent body consisting of representatives of the organizations concerned with adult education and of the University of Malaya. It organizes evening classes in all parts of the Island, mostly in school buildings lent by the Government.

The main call is for instruction in English, and of the 388 classes, 298 give English alone, 89 give both English and Chinese and one gives English and Tamil. Most of the 10,500 students are in their early twenties and are already literate in one vernacular language; complete illiteracy is in fact unusual amongst the adult male members of the population.

The fees charged are very small, and the income from fees is enough only to meet the expenses of administration. Though much work is done voluntarily, by far the largest item of expenditure is for teachers' salaries. This is met by a Government grant which in 1953 amounted to \$400,000.

MUSEUM, LIBRARY AND LEARNED BODIES

Raffles Museum and Library was established in its present form in 1887. The museum collections are preponderantly of Malaysian natural history and antiquities, but a very fine collection of early Chinese jade was loaned to the Museum during 1953 by Mr. S. Y. Wong. Work in 1953 has been devoted to rearranging the material in the exhibition galleries and improving their presentation. The state of emergency in the Federation of Malaya has curtailed field work though museum staff were able to participate in a short expedition up the Johore river. A museum bulletin is published from time to time.

The library houses some 75,000 books of which 1,550 were acquired in 1953. It contains the official collection of Government papers including *Gazettes* and despatches from the foundation of the Colony. It is also a repository for all books printed in the Colony. Its collection of books on technical subjects is devoted especially to Malaya and the surrounding territories. It does not compete with the library of the University of Malaya in modern scientific and technological works. The rapidly expanding fiction section draws subscribers from all parts of the Island. These numbered 5,842 in 1953. In addition there were 4,390 subscribers to the junior section so that the total number exceeded 10,000 for the first time in the library's history. An interesting point is that in

the junior section the number of girls is rapidly catching up with the number of boys. A small branch library was opened in 1953 in the suburb of Paya Lebar.

The Malayan Branch of the Royal Asiatic Society was founded in 1878 and by the end of 1953 had 816 members. It is the principal society in Malaya devoted to local anthropological, antiquarian and kindred subjects and its headquarters is at Raffles Museum. Since its foundation it has published a journal to which many noted orientalists have contributed. The field of natural history is covered by the Malayan Nature Society with its headquarters in the Federation of Malaya but with a large Singapore membership. It publishes a journal. The University (and its predecessor Raffles College) have given rise to a number of societies devoted to medicine and to a mathematical society. Great stress is laid on the importance of original research carried out by members of the University.



Health

IT IS the aim of the Government to provide necessary medical care at prices within the reach of all citizens. In a large majority of cases this means free treatment. At the same time the outbreak of disease is being controlled by widespread public health measures. At the end of the Japanese occupation in 1946 public health and medical institutions had fallen into decay and the general health of the population had declined seriously. The pre-war position has already been long regained and under the Government's Ten-Year Medical Plan further improvements have been taking place rapidly. The steady decline in the infant and general mortality rates continues. The last five years have also witnessed a remarkable freedom from many major infectious diseases such as plague, cholera or small-pox, an absence of malaria except for a few cases arriving from without or occasionally appearing in the out-lying islands as curiosities, and a steeply diminishing incidence of many respiratory infections and of the more lethal alimentary affections. The stage has not yet been reached where a national health insurance scheme could be put into effect and a service guaranteed to anyone who was thereby entitled to demand it. On the other hand a hospital bed is never denied in emergency and parts of the Plan have already been achieved: there is now a good out-patient service and a first class blood transfusion service; there is an efficient public health organization.

In the city area the enforcement of public health measures including the sampling of foods is undertaken by the Health Department of the City Council (see page 209). In the rural areas it is undertaken by the Government Health Department which acts in collaboration with the Rural Board. The Government

Medical Department is responsible for providing hospital and clinical services throughout the Colony, with a few exceptions in the city area, and for providing those health services which are not within the province of the local authorities mentioned above.

In addition to the officially provided medical services a large number of voluntary bodies continued to play a most important part. Valuable assistance has been received from the World Health Organization.

MEDICAL STAFF

There is no acute shortage of doctors in Singapore. General practice soon should be adequately supplied apart from the recruits required for an expanding population. The progressive expansion of governmental medical services is demanding a constant flow of new doctors but against this the University of Malaya will shortly be turning out graduates at a rate sufficient to meet the demand. It has not yet been found possible to dispense with the services of a number of doctors temporarily employed to meet acute shortages immediately after the war and difficulty is still encountered in staffing the health services, because of the unpopularity of public health as a specialized career. There is also a general weakness in all branches of the medical services due to a too high proportion of comparatively inexperienced officers. Fifty-four doctors graduated from the University in 1953. From June, 1953 all graduates were required to do one year's housemanship before full registration. A Medical Council established under the Medical Registration Ordinance maintains the register of doctors.

There are far too few qualified dental practitioners to meet all needs; only fifteen graduated in 1953 from the University of Malaya. For this reason official recognition was given to a number of unqualified dentists who had been practising for many years. These were required to pass a special examination set by the Dental Board before registration. The Dental Board is constituted under the Registration of Dentists Ordinance and has duties similar to those of the Medical Council.

In the few years immediately after the war the recruitment of nurses was extremely difficult. There was a natural reluctance on the part of suitably educated young women to enter a seemingly unattractive profession. Strenuous efforts were made to increase recruitment. Salaries and working conditions were greatly improved and a new nurses hostel at the General Hospital was opened in 1953 as part of a series of improvements to living quarters (see

illustration between pages 80 and 81). These efforts have borne fruit and it was possible to recruit 158 new probationary nurses in December, 1953 when the target was set at 100. In the years immediately after the war it was found necessary to employ under-qualified nurses on a temporary basis. This position is now being corrected. A Nursing Board established under the Nurses Registration Ordinance is responsible for maintaining the register of nurses.

Midwives and pharmacists are subject to registration and control by statutory boards. The University of Malaya provides a diploma course in pharmacy.

THE MEDICAL REGISTERS

(31st December, 1953)

		Doctors	Dentists	Female nurses	Male nurses	Mid- wives	Phar- macists
Government Medical Department	..	106	12	324*	172	42	5
City Council	.. ..	12	..	59	15	11	..
Rural Board†	.. ..	5	1	20	7	43	..
University (teaching staff)	.. ..	18	7	..	..	..	3
Housemen	.. ..	26	4	..	..	..	..
Private practice and private institutions	.. ..	249‡	29§	203	5	245	66
Totals	..	416	53	606	199	341	74

The above table does not include medical personnel in the Armed Services.

* There are in addition 93 underqualified nurses and 340 student nurses. The latter are prospective qualified nurses.

† The staff quoted as working for the Rural Board are in fact employed by the Government Medical Department but work full time on Rural Board duties.

‡ Includes 6 doctors in Christian mission hospitals.

§ There are in addition 260 unqualified dentists in private practice.

FINANCE

The Government's medical effort is financed from public revenues and the City Council's undertaking is financed from the Consolidated Rate Fund. The public medical services of the Colony are not supplied free to everyone and the fees which patients pay are assessed by almoners at each hospital. In practice the majority of patients receive free treatment. Almoners are also concerned with the 'follow-up' of discharged patients though in this respect their work is in its infancy. Considerable recruitment will be necessary before the present almoner service can be brought to full efficiency.

PUBLIC MEDICAL FINANCE, 1953			
RECEIPTS		EXPENDITURE	
	\$	Running costs	Capital works
		\$	\$
<i>Colony Government</i>			
Fees from patients ..	1,150,587	Administration and overheads ..	432,562
Balance of cost borne by public revenues ..	20,651,142	General Hospital ..	5,272,061
		Tuberculosis Hospital ..	884,541
		Maternity Hospital ..	1,535,925
		Other Medical Institutions ..	6,548,114
		Public Health and Quarantine ..	2,670,092
			58,545
<i>City Council</i>			
Fees from patients ..	—	Administration and overheads ..	651,710
		Infectious diseases hospital ..	359,967
Balance of cost borne by City Council Consolidated Rate Fund ..	4,350,307	Anti-mosquito measures ..	966,932
		Other public health measures ..	2,228,108
			81,988
			21,550,012
			4,602,024
Total ..	26,152,036	Total ..	26,152,036

The balance of \$20,651,142 paid for medical services by the Government was 12.2 per cent of its total expenditure.

For medical finance purposes the Rural Board is treated as part of the Government.

INSTITUTIONAL FACILITIES

It became apparent soon after the war that not only would a large amount of reconstruction work have to be done to repair the ravages of the Japanese occupation but that the hospital and clinic facilities which had been adequate before the war would require vast expansion. The population had not only grown but was increasing rapidly and at the same time gaining great confidence in Western medical techniques. This is illustrated by the graph opposite page 105. It will be seen that attendances at Government hospitals and clinics have increased at a rate even more rapid than the increase of population. The hospitals and clinics have been constantly filled to capacity and attendances would have been even greater had more facilities been available.

By 1948 it was possible to meet the more urgent needs of post-war rehabilitation and formulate a Ten-Year Medical Plan for development. The first five-year period of this has passed. The hospitals in the City have been expanded, some clinic and dispensary services have been established in rural areas, and sanitation, anti-malarial and other public health measures have been enlarged in scope.

Out-patient facilities exist at most of the hospitals. In 1953 a large out-patient clinic was completed at the General Hospital providing for six simultaneous consultations (see illustrations opposite page 97). The figures below sufficiently emphasise the

MEDICAL INSTITUTIONS, 1953

	<i>Beds</i>	<i>Doc- tors</i>	<i>Den- tists</i>	<i>Nur- sing staff</i>	<i>Admis- sions</i>	<i>Out- patients</i>
<i>Government and City Council Hospitals</i>						
General Hospital ..	800	38	8	496	25,484	482,332
Maternity hospital (excluding infants' cots) (<i>Kandang Kerbau Hospital</i>) ..	240	17	..	165	23,807	156,984
Tuberculosis hospital (<i>Tan Tock Seng</i>) ..	557	17	3	165	1,723	171,898
Infectious diseases hospital (<i>Middleton Hospital</i>)* ..	250	2	..	41	2,049	..
Orthopaedic Hospital (<i>St. Andrew's</i>) ..	120	..	..	24	74	..
Leprosy settlement (<i>Trafalgar Home</i>) ..	793	1	..	4	230	17,180
Mental hospital (<i>Woodbridge Hospital</i>) ..	1,804	5	..	25	1,158	..
Veneral disease hospital (excluding infants' cots) (<i>Middle Road Hospital</i>) ..	70	3	..	23	2,827	146,267
Prison hospitals ..	160	2	..	4	1,159	48,981
Police training school ..	20	1	..	1	537	9,148
<i>Voluntary Hospitals</i>						
Kwong Wai Siu Free Hospital† ..	400	2	..	5	1,662	28,500
St. Andrew's Mission Hospital ..	30	2	..	22	572	30,680
Red Cross Cripples Home ..	40	1	..	1	21	..
Malayan Union Mission of Seventh-Day Adventists ..	68	4	..	30	1,472	25,477
<i>Government out-patient institutions</i> (Other than those attached to hospitals)						
Out-door static dispensaries ..	..	..	..	..	..	29,934
Police ..	..	1	..	1	..	15,239
Rural Health Centres (5) ..	}	2	1	64	..	154,887
Rural nurse-midwife centres (14) ..						
Rural Centres (Non-Residential) (24) ..						
Floating and Travelling Dispensaries (4) ..	..	..	..	4	..	42,216
School Medical Service ..	..	8	..	14	..	81,110
<i>Voluntary out-patient institutions</i> (Other than those attached to hospitals)						
Royal Singapore Anti-Tuberculosis Association Clinic ..	..	6	..	23	..	152,790

* The infectious diseases hospital is under the joint control of the Government Medical Department and the City Council Medical Department.

† The Kwong Wai Siu hospital provides both Western and Chinese forms of medicine. It added a new wing during 1953.

popularity of out-patient services. In Singapore almost all patients reach the Government organization without passing through the hands of a private doctor.

To the new out-patient clinic is attached a blood transfusion unit which was formerly housed elsewhere. In 1953 this unit handled 6,515 donors and 6,317 recipients, both record figures. Communist propaganda has it that the recipients have been mainly men of the Armed Services who have received blood at the expense of the civilian population. The contrary is true. 29 per cent of the donors were servicemen and they were less than 10 per cent of the recipients. The Colony is fortunate in the help it has received from servicemen as blood donors and it is happily recorded that civilian donors are increasing in number though they still fall far short of the number of civilian recipients.

Also during 1953 new X-ray wings have been added to two hospitals. This brings the total number of X-ray units to nine which handled 93,148 cases in the year. A large number of these were chest screenings for the diagnosis of tuberculosis. In addition 992 cases of treatment by X-ray were undertaken.

Other new facilities provided in 1953 include two dormitories at the leprosy settlement, a new ward at the orthopædic hospital, a new medical store at the Woodbridge Hospital and two new maternity and child welfare clinics for rural areas.

During the remainder of the Ten-Year Medical Plan it is intended to build a complete new wing of 210 beds for the maternity hospital, to expand the tuberculosis hospital to 1,100-1,200 beds, to expand the mental hospital to 2,300 beds and to complete the expansion of the leprosy settlement so that it can accommodate 1,100 patients. In addition the intention is to increase the rural health services to seven main centres with 90 subsidiary nurse and midwife centres. Even at present the rural maternity and child welfare scheme can be classed as the best in Asia. A further development in the large centres of rural population will be the establishment of district hospitals.

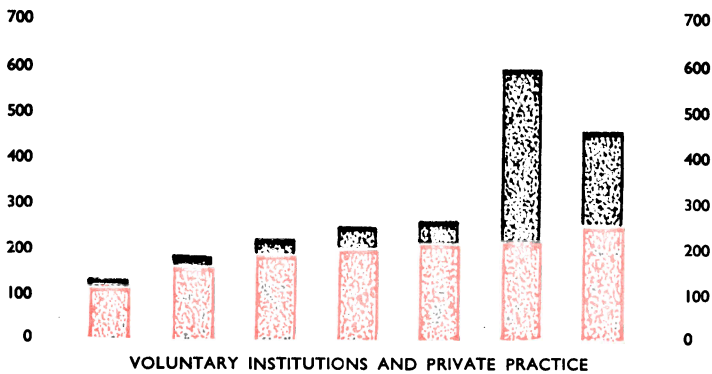
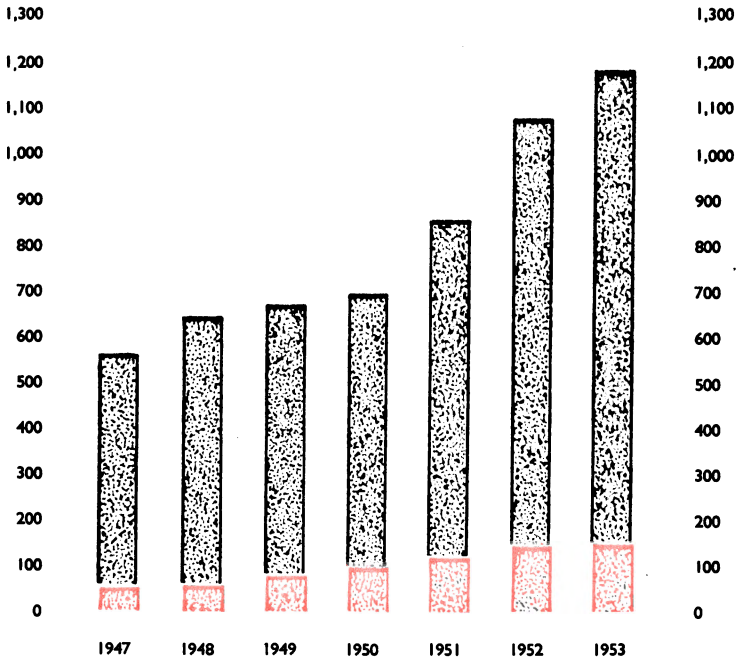
It must be emphasized that the expansion of medical facilities is not only a question of money and building. Staff also have to be found and trained.

MATERNAL AND INFANT MORTALITY

Singapore continued to be one of the healthiest places in the East. The infant mortality rate fell from 250 to 67 in the same period as it fell in the United Kingdom from 70 to 30.

MEDICAL STAFF

GOVERNMENT AND CITY COUNCIL INSTITUTIONS



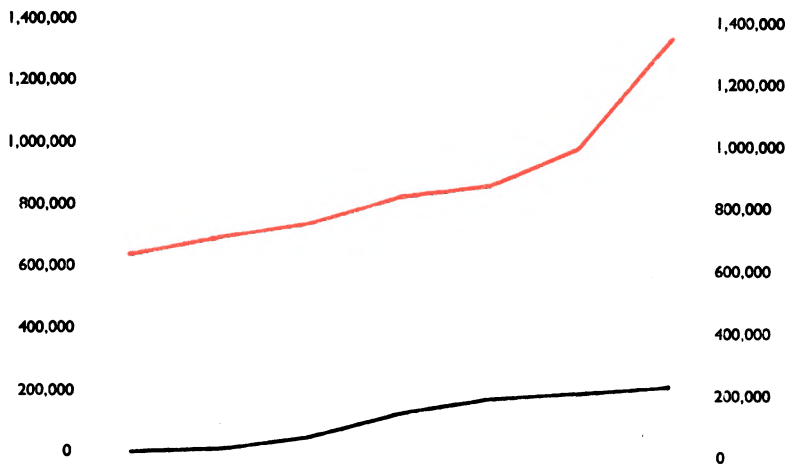
Practitioners Nurses Midwives

Note:—The Register of the Nursing Board was opened on 2nd April, 1951.
Figures for nurses in private practice before 1952 are therefore incomplete.

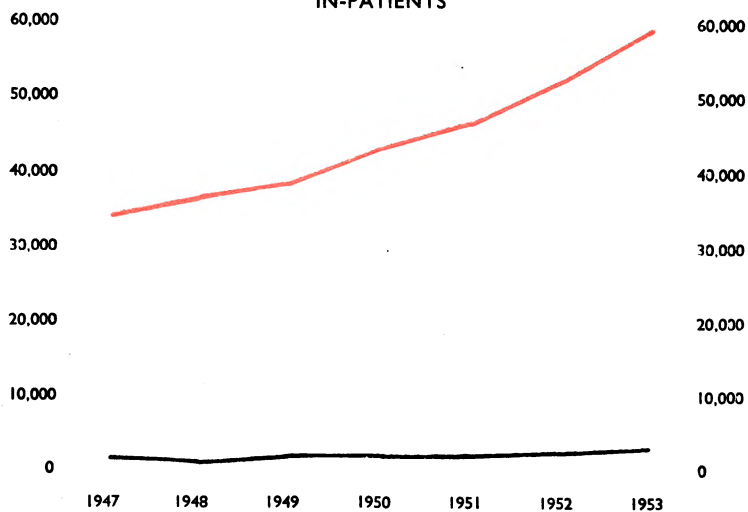
HOSPITAL PATIENTS

1947 1948 1949 1950 1951 1952 1953

OUT-PATIENTS



IN-PATIENTS



Government Institutions



Voluntary Institutions

There still remains much room for improvement in the infant mortality rate. The problem is more one of housing than of medicine. Many town dwellers live in tenements under extremely crowded and insanitary conditions. Anything approaching western standards of child delivery at home is in their case impossible. The result is that although a domiciliary midwife service is a practical proposition for the middle classes in better homes and for those in Singapore Improvement Trust houses the great bulk of the working classes must either have their babies in unsatisfactory conditions or they must be admitted to hospital. Of the 39,320 births among urban dwellers in 1953 no less than 18,000 took place in a Government hospital. The infant mortality rate for the city area is 72 per 1,000 live births. A large scale expansion is planned for the maternity hospital and urban domiciliary services are being improved. The key to the problem is nevertheless the provision of better houses (see page 84). In the rural areas there is less congestion and it has been possible to build up a fine ante-natal, post-natal and delivery service which is being further improved. 55 per cent of rural births were delivered in the home by Government rural health staff, and the remainder were home visited. As may be expected the rural infant mortality rate is lower than in the city and in 1953 was 55 per 1,000 live births.

MATERNAL MORTALITY

		1947		1951		1952		1953	
		<i>Maternal deaths regd.</i>	<i>Maternal mortality rate</i>	<i>Maternal deaths regd.</i>	<i>Maternal mortality rate</i>	<i>Maternal deaths regd.</i>	<i>Maternal mortality rate</i>	<i>Maternal deaths regd.</i>	<i>Maternal mortality rate</i>
All races	..	125	2.9	80	1.6	87	1.7	68	1.2

The maternal mortality rate is the number of mothers' deaths per 1,000 live births.

INFANT MORTALITY

		1947		1951		1952		1953	
		<i>Infant deaths regd.</i>	<i>Infant mortality rate</i>	<i>Infant deaths regd.</i>	<i>Infant mortality rate</i>	<i>Infant deaths regd.</i>	<i>Infant mortality rate</i>	<i>Infant deaths regd.</i>	<i>Infant mortality rate</i>
Chinese	..	2,671	79.43	2,478	66.69	2,434	62.27	2,425	58.22
Malaysians	..	784	143.25	829	136.75	823	120.01	905	124.38
Indians and Pakistanis	..	236	76.45	242	70.66	243	66.19	249	62.94
Europeans	..	18	57.69	16	23.99	24	31.70	22	25.79
Eurasians	..	28	77.99	14	36.65	17	47.35	24	73.85
Others	..	21	113.51	37	92.04	36	78.28	30	60.12
Totals	..	3,758	81.33	3,616	75.15	3,577	69.97	3,655	67.04

The infant mortality rate is the number of deaths under 1 year of age per 1,000 live births.

INCIDENCE OF DISEASE

Coupled with the improving maternal and infant mortality rates there has been a fall in the general death rate largely as a result of vigorous public health measures. The death rate of 10.31 compares favourably with that in most western areas.

	CAUSES OF DEATH							
	1947		1951		1952		1953	
	Deaths regd.	Death rate	Deaths regd.	Death rate	Deaths regd.	Death rate	Deaths regd.	Death rate
Malaria and unspecified Fever	1,207	1.274	730	.701	438	.407	362	.323
Violence(all forms)	573	.605	463	.444	467	.434	512	.457
Beri-Beri ..	398	.420	256	.246	257	.239	129	.115
Senility ..	955	1.008	1,027	.986	925	.859	781	.697
Pulmonary Tuberculosis ..	1,468	1.550	1,052	1.096	956	.888	811	.724
Heart diseases ..	403	.425	628	.603	692	.642	641	.572
Diseases of the circulatory system ..	112	.118	239	.229	204	.189	121	.108
Diseases of pregnancy, childbirth and the puerperal state	125	.132	80	.077	91	.084	68	.061
Premature births and diseases of early infancy ..	853	.900	777	.746	827	.768	1,009	.900
Infantile Convulsions ..	1,519	1.603	1,399	1.342	1,052	.977	1,007*	.961
Diseases of the respiratory system excluding tuberculosis and influenza ..	1,878	2.012	2,122	2.037	1,953	1.813	1,827	1.630
Typhoid, Dysentery, Diarrhoea and Enteritis ..	954	1.007	1,184	1.136	1,307	1.213	1,255	1.120
Other diseases of the digestive system ..	253	.267	433	.416	316	.293	332	.296
Tuberculosis other than respiratory system ..	167	.176	247	.237	250	.232	195	.174
Diseases of the genito-urinary system ..	277	.292	331	.318	361	.335	288	.257
Diseases of the nervous system	263	.278	297	.285	357	.331	457	.408
Influenza and Acute Rheumatism ..	208	.220	67	.064	74	.069	58	.052
Cancer ..	306	.323	356	.342	512	.475	621	.554
Others ..	592	.625	693	.665	1,021	.948	1,012	.903
Totals ..	12,511	13.206	12,381	11.883	12,060	11.196	11,556	10.311

* Includes acute heart failure (undefined) and other symptoms referable to systems and organs.

Note on Causes of Deaths.

It is not possible to compare the current year's figures with those of past years since there has been a change in the method of classification following the adoption of the International Statistical Classification of Diseases and Injuries and Causes of Deaths published by the World Health Organization in 1949.

Tuberculosis

Crowded urban living conditions have inevitably led to the spread of tuberculosis. At the end of the Japanese occupation the disease was rife. For the help given in combatting this serious problem tribute must be paid to the Singapore Anti-Tuberculosis Association, a voluntary body, which has established an out-patient clinic and undertaken a sustained publicity campaign directed at making the population aware of dangers and at implanting elementary health knowledge. In 1952 it moved to a new clinic which X-rayed, diagnosed and gave out-patient treatment to 152,790 patients. Hospital treatment is provided at the Government tuberculosis hospital which is one of the larger purely tuberculosis hospitals in Asia. A considerable expansion is planned for this hospital which in addition ran a free out-patient clinic with some 6,000 regular patients in 1953. Its ambulatory and domiciliary staff of almoners and health visitors have continued regular visits to patients. The systematic X-ray examination and tuberculosis testing of school children (and teachers) continues. 34,193 children have been vaccinated with B.C.G. in continuation of a campaign begun by the World Health Organization in June 1951. An important part of the anti-tuberculosis campaign is a scheme for treatment allowances, the first of its kind in the East, described on page 112. The object of this scheme is to provide financial aid to certain patients to enable them not merely to buy diet and other essentials thereby gaining the best results from treatment but also to provide for the subsistence of their families and dependants.

Infectious Diseases

Poliomyelitis continued its endemic prevalence in 1953. A special hospital unit is maintained with fourteen iron lungs. An intensive follow-up of all reported cases is practised and is very necessary in view of the disregard which many parents still have for bringing their children for regular treatment. On the other hand it is satisfactory to record that over 70 per cent of the population responded to a voluntary small-pox vaccination campaign.

Quarantine Services

With its unique geographical position large numbers of passengers, ships crews and air-crews pass through Singapore from neighbouring infected countries. Its port health services are an essential bastion against disease from outside.

PORT HEALTH SERVICES

	1952	1953
Ships arriving from infected or suspected ports	1,469	1,614
Sea passengers inspected	88,804	79,713
Aircraft arriving from infected or suspected ports	1,230	1,321
Air passengers and crews inspected	35,028	40,374
Passengers quarantined	26,314	22,640

PUBLIC HEALTH

The tried and tested measures of mosquito control so long in operation in Singapore were continued and extended during the year. These now comprise 527 miles of permanent drainage, 213 miles of temporary drainage and oiling, 6,952 yards of fascine draining, 836 acres under naturalistic methods and D.D.T. spraying and pond control on a large scale. A re-arrangement of the mosquito and larvæ checking system conducted by the Medical Department was made so that the whole island of Singapore can be checked thoroughly each month. That this very highly malarious region is at present being kept completely free from this serious menace to health is a remarkable feat. In 1945-46 the population was riddled with malaria.

The Advisory Council on Nutrition and the Public Health Conferences which have become such important permanent features of post-war public health control continued to meet from time to time. Indications are that at the moment the general nutritional state of the population has not deteriorated from the high general level reached over recent years.

The water supply and sanitary services of the Colony are under the control of the City Council and the Rural Board as described in Chapter 14. In the city area these are up to the standards of western cities and the Singapore piped water supply is safe to drink. Frequent analysis of samples of water and sewage is undertaken by the City Analyst for the City Council's undertakings (which extend partly into the rural areas) and by the Colony Government's Department of Chemistry for the remainder of the Colony. The same two authorities are responsible for checking samples of foods, alcoholic liquors and drugs in accordance with the elaborate code of regulations governing their sale and use.



Welfare Services

WELFARE ACTIVITIES and the relief of distress in Singapore are undertaken by the Government and by a number of private agencies. These agencies, some of which were the pioneers of welfare work, are responsible among other things for more than half of the institutional accommodation available for the needy as well as for much of the youth welfare work in the Colony. The aim of the Department of Social Welfare is to keep the whole field under review and to provide necessary services in those parts which are not adequately covered by other Government departments or by private agencies. Collaboration between the various departments and voluntary organizations is ensured by the existence of the Singapore Social Welfare Council. The Secretary for Social Welfare is the Chairman of the Council and Government departments and voluntary organizations are represented on it. The Department of Social Welfare was set up in 1946. It now has an established place in the Colony administration and is organized to ensure orderly progress in all spheres of welfare work. The department has certain duties in connection with civil defence and is called upon to provide immediate shelter and relief for the victims of fires or other disasters.

In 1953 it was called into action to perform emergency duties at two major fires which rendered over 4,000 people homeless. The department took the initiative and in collaboration with such voluntary agencies as the British Red Cross Society, the St. John Ambulance Brigade, the Blue Cross Society and the Singapore Joint Relief Organization succeeded in meeting the victims' immediate needs within only a few hours. Temporary shelter, hot meals,

clothing and baby feeding facilities were provided. Proper arrangements for relief payments and permanent accommodation followed shortly afterwards (see illustration between pages 96 and 97). The department's civil defence duties are described on page 199.

SOCIAL RESEARCH

One section of the department is devoted to social research. The detailed results of its work are made available to those responsible for framing future social legislation, to town planners (see page 80) and to others concerned with formulating social policy. Work in the course of the year included:—

- (i) completion of the survey of vegetable marketing on behalf of the market investigation team;
- (ii) an analysis of public assistance cases;
- (iii) a pilot survey on family living conditions in the city; and
- (iv) the first part of the full survey on family living conditions.

ADVICE AND ENQUIRY SERVICES

The advice and enquiry services offered to the public by the Department have since July, 1952 been extended to include a poor man's lawyer service. The problems which have been brought to the poor man's lawyer have concerned social and economic needs as well as legal ones. He was required to perform the work of negotiating, counselling, advising, drafting and so forth. This service is able to give poor persons who have a legal right but not the means or knowledge to obtain redress, an opportunity to use legal processes as a method of solving their difficulties. An applicant for legal assistance is required to have an income of less than \$300 a month. If an amicable settlement out of court is not possible and if a *prima facie* case has been made out, a petition is prepared in suitable cases to enable him to apply to the Supreme Court to sue *in forma pauperis*. The cases dealt with by the poor man's lawyer included landlord and tenant relations, wage, gratuity and provident fund claims, compensation claims, matrimonial disputes, maintenance for both legitimate and illegitimate children, the custody of children, and assistance in out-of-court settlements in these and other cases.

The Citizens Advice Bureau deals with residual matters which do not fall strictly within the province of various other sections of the department. Important aspects of this section's work are

investigations in respect of distressed persons who apply for repatriation, applications for presumption of death certificates, emergency relief work in civil disasters, resettlement of squatters and tenancy disputes.

PUBLIC ASSISTANCE

Regular cash payments and grants are available to the needy from a number of sources.

Government Public Assistance Scheme

Payments are administered by the Department of Social Welfare under a scheme which provides for the following classes of persons when found to be in need:—

- (i) the aged (men and women aged not less than 65 and 60 respectively);
- (ii) those suffering from advanced tuberculosis;
- (iii) widows and orphans;
- (iv) the permanently disabled;
- (v) the temporarily disabled; and
- (vi) the unemployed.

A team of investigators carries out home visits to enquire into the circumstances of applicants. Those persons who are found to qualify under the scheme are normally given relief according to fixed scales. The scales were greatly increased on 1st January, 1953. In cases where fixed scales are not suitable a variation may be recommended by the Public Assistance Board which is a non-statutory body appointed by the Governor.

The present fixed scales are:—

- (i) if residence in the Colony for one year or more is proved—

	<i>Per month</i>
	\$
Head of household	15
Wife/husband or other dependant aged 16 years or over	8
Dependant under 16 years	5

- (ii) if residence for one year is not proved—such rate as the Public Assistance Board may specially recommend;
- (iii) if the applicant has been unable to work for more than a month due to sickness—an additional sickness allowance at rates shewn in (i) above.

No maximum is placed on the amount which any family may draw as public assistance benefit alone, since such allowances are not likely in any circumstances to reach the minimum wage rates in the Colony. A maximum of \$90 per month is, however, placed on the combined public assistance benefit and sickness allowances which

may be received by a family, with the proviso that in cases of exceptional hardship the Public Assistance Board may recommend this maximum to be exceeded.

PUBLIC ASSISTANCE		
	<i>Average number of families receiving payment</i>	<i>Annual sum disbursed</i>
		\$
1946 (July–December) ...	3,570	194,895
1947 ...	2,254	262,418
1948 ...	2,193	244,656
1949 ...	2,109	221,746
1950 ...	2,524	271,618
1951 ...	2,714	385,817
1952 ...	4,162	913,104
1953 ...	6,835	2,423,503

Government Tuberculosis Treatment Allowance Scheme

Under this scheme considerably larger payments than the public assistance allowances are made to tuberculous patients whose chances of recovery are good. Payments are made by the Department of Social Welfare on the recommendation of Government medical authorities and the Royal Singapore Anti-Tuberculosis Clinic and are conditional upon the co-operation of the patient in the treatment. The allowances in 1953 were:—

	<i>Per month</i>
	\$ c.
Head of household as (i) out-patient ...	49 50
(ii) in-patient ...	16 50*
Wife (and from July, 1953 the first adult dependant relative) ...	27 50
Each additional dependant aged 16 years and over ...	16 50
Each dependant under the age of 16 years ...	13 20

(*\$5 per month if the patient has no dependants).

In addition certain allowances and deductions are made to cover rent, school fees, domestic help, private family income and so forth.

T.B. TREATMENT ALLOWANCE		
	<i>Families receiving payment</i>	<i>Annual sum disbursed</i>
		\$
1949 (April–December) ...	120	100,468
1950 ...	305	228,492
1951 ...	478	405,349
1952 ...	984	890,887
1953 ...	1,253	1,239,990

Silver Jubilee Fund

The Silver Jubilee Fund is a trust established from public subscriptions and sums of approximately \$120,000 each year are disbursed under the direction of a management committee by the Department of Social Welfare for the relief of distress in Singapore. This money is largely used to supplement allowances paid under the Public Assistance Scheme. Old age, convalescent and confinement allowances are paid in suitable cases and the Fund is also used to meet the cost of educational and funeral expenses of persons in receipt of public assistance allowances or their dependants and for other special purposes.

Malaya War Distress (Singapore) Fund

Trustees for this fund have now been appointed and the Trust will shortly be able to give relief to those who are in need through circumstances brought about by the war. Generally speaking, this fund will take the place of the Far Eastern Relief Fund which ceased payments in February when its monies became exhausted.

The compensation of disabled workmen is discussed on page 33.

HOMES AND INSTITUTIONS

A steady development in the size and number of homes and other institutions has taken place since the war. In 1953 the building and improvement programme carried out by the Public Works Department amounted to \$350,000 and additional staff for the new or expanded institutions have been engaged.

Homes for Adults

The Nantina Home and Bushey Park Home run by the department care for the aged and unemployable who can no longer look after themselves, destitutes awaiting repatriation and the victims of fires and other disasters. About 275 people are accommodated in them. The twenty-two blind adults in the homes are taught handicrafts, such as rattan making and instruction in braille is given to selected pupils. The best home for the aged is run by the Little Sisters of the Poor and accommodates up to 300 residents. It is set in most attractive surroundings.

Homes for Children operated by the Social Welfare Department

The Gimson School for Boys is an approved school for boys committed by the Juvenile Court (see page 128). It had 161 boys under training in various trades at the end of 1953.

Perak House is an orphanage accommodating seventy boys from six to fourteen years of age, most of whom attend Government schools.

The Girls' Home, Mount Emily, is for girls under eighteen years of age who have been found prostituting or are in moral danger. While in the home they receive educational and domestic training. The home accommodates about forty girls.

The Girls' Homecraft Centre, York Hill, has a nursery section for children up to six years of age, and a homecraft section for girls up to nineteen years of age many of whom are attending Government schools. This home is mostly for destitute, illtreated and refractory children with accommodation for 160.

The New Market Children's Home is for mentally deficient boys up to twelve years of age and girls up to sixteen years of age, and has accommodation for about thirty children. There were sixteen children in the home at the end of 1953.

Hostels and Day Nurseries

The two hostels operated by the Social Welfare Department are for working boys on low wages, boys discharged from Approved Schools and other homes and for probationers (see page 128). They accommodate about sixty boys most of whom are in employment.

The two day-nurseries accommodate about 120 children each working day. They are for the children of working mothers who, by the existence of these nurseries, are able to earn a living.

Welfare Homes for Children operated by Private Agencies

The Salvation Army operates orphanages and approved homes for boys and girls and a residential creche for young children who have been abandoned by or have lost their parents. The Juvenile Court commits boys on remand and boys found guilty of offences to the Salvation Army Home for Boys in suitable cases. For girls who are in need of protection the Women and Children's Section of the Social Welfare Department makes use of the facilities available at the Salvation Army Women's Industrial Home.

The Red Cross Home for Crippled Children was formally opened in February, and now accommodates twenty crippled children between the ages of six and sixteen. The Red Cross Society has also organized deaf classes for twenty-four children.

The Singapore Association for the Blind has begun the construction of its \$500,000 Blind Home off Thomson Road, and it is hoped that the first unit, the nursery school, will be ready

in mid-1954, followed shortly afterwards by the Primary School. Registration of blind children has already begun. Government has supported this blind welfare work by a capital grant of \$200,000, by allocation of land for building, and in future will help with the maintenance of welfare cases.

The Roman Catholic organisations have been most active in the provision of institutional accommodation for young orphans, for girls in need of care and protection and for handicapped children. The Catholic homes are as well appointed and as satisfactorily staffed as any in Singapore. The St. Joseph's Trade School (Boys' Town) caters for the same general type of boy as the Gimson School for Boys and the Salvation Army Home for Boys, but the channel of entry to Boys' Town is not normally through the Juvenile Court. The Roman Catholic Homes for Girls, in which many hundreds of girls who would otherwise drift to the streets or at best lead most unhappy lives, give an excellent training.

Among other welfare institutions in Singapore are the Ramakrishna Mission Home catering largely for Indian orphans, and the Overseas Chinese Creche which is primarily for abandoned or destitute babies of all races.

YOUTH WELFARE

All established youth organizations in the Colony, of which there are twenty-nine including such organizations as the Boy Scouts, Girl Guides, Girls' Life Brigade, Boys' Brigade and the Young Men's Christian Association, are affiliated to the Singapore Youth Council. The Council represents 35,000 young people and is entirely autonomous though representatives of the Departments of Education and Social Welfare sit on it. The activities of the Council in 1953 included the building of a youth holiday camp at Tanah Merah (see illustrations between pages 96 and 97), the publication of a monthly newspaper entitled *Youth World*, the promotion of various competitions between youth organizations and the organization of training courses for youth leaders. There are eleven boys' clubs in Singapore—three of which have been formed in the past year—with a membership of approximately 2,500 boys. Assistance by Government takes the form of grants-in-aid for repairs to buildings, purchase of equipment and payment of club leaders' salaries. The Department of Social Welfare also loans club leaders where needed.

Children's Centres and Community Development

At the sixteen Children's Social Centres nearly two thousand children receive elementary instruction in classroom subjects, cleanliness and hygiene, singing, drawing, carpentry, tailoring and games and physical training. Each child receives a daily snack. The centres are staffed by voluntary workers and by paid staff from the Social Welfare Department.

Plans for development envisage the gradual growth of children's centres into full Community Centres providing not only for the present work, but also for older boys' and girls' club work and adult vocational and recreational facilities. The two new centres at Siglap and Serangoon are functioning in this way. The first branch of Raffles Library has been opened at the Serangoon centre and a maternity and infant welfare clinic is situated on the same property. A health educational programme in co-operation with the Department of Social Medicine and Public Health of the University of Malaya has also been organized at this centre and a limited experiment in teaching this subject to both children and their parents was begun at the end of the year.

For the past few years the Social Welfare Department has been operating a United Nations free milk feeding scheme whereby nearly 2,000 poor children in the Children's Social Centres and also about 3,000 school children receive a daily milk drink.

PROTECTION OF WOMEN AND CHILDREN

The work of the Women and Children's Section is directed towards the prevention of exploitation and ill-treatment of women and children by enforcement of the provisions of the Women and Girls Protection Ordinance and the Children and Young Persons Ordinance. To this end raids on suspected brothels are carried out in conjunction with the Police and enquiries are conducted into the circumstances of girls who are not living with their natural parents especially where there is reason to suppose that guardians or employers are not providing humane treatment. The circumstances under which women and children enter the Colony are carefully examined as a safeguard against their later use for prostitution or other improper purposes and investigations are carried out in cases of cruelty followed up by prosecutions whenever justified.

The management of brothels and living on immoral earnings are serious offences. The department is particularly concerned with girls under the age of eighteen who are or have been in danger of being used for immoral purposes. Under the Women and Girls

Protection Ordinance these girls may be taken to a place of safety; in 1953 eighty such girls were sent for rehabilitation at one or other of the Department's Girls' Homes.

The Women and Girls Protection Ordinance and the Children and Young Persons Ordinance give powers to inquire into cases of ill-treatment of girls and children and to remove to a place of safety any girl or child who has been subjected to ill-treatment. During the year 332 cases of ill-treatment were reported to the department and investigated. Up to the end of 1953 there were 2,123 girls registered with the Department as 'transferred children' (i.e. girls under fourteen years of age who were living apart from their natural parents or brothers).



Legislation

FORTY-THREE Ordinances were enacted during the year 1953. Two of these were the Final Supply (1951) Ordinance and the Supply Ordinance, twenty-five were amending Ordinances and sixteen were new Ordinances.

IMPORTANT ORDINANCES OF 1953

The Adjacent Territories Prisoners Ordinance, 1953

This Ordinance which repeals and re-enacts with certain amendments the Native States Prisoners Ordinance (Chapter 184 of the Revised Edition) provides for the reception in the Colony of prisoners sentenced to imprisonment in the Federation of Malaya, North Borneo, Sarawak and Brunei and for their return or removal in accordance with the directions of the Governments of those territories.

The Arbitration Ordinance, 1953

This Ordinance consolidates the law relating to arbitration. It largely reproduces provisions of the Arbitration Ordinance (Chapter 12 of the Revised Edition) and includes provisions similar to those of the United Kingdom Arbitration Act, 1950.

The Limitation (Amendment) Ordinance, 1953

This Ordinance extends the period within which a suit for compensation for injury to the person can be instituted from one year to three years.

The Singapore Military Forces Ordinance, 1953

This Ordinance provides for the establishment of the Singapore Military Forces composed of regular, volunteer and national service members performing regular service, part-time training, or reserve and mobilized service according to circumstances.

The National Service Ordinance, 1953

This Ordinance provides for the calling up of male persons between the ages of eighteen and fifty-five for national service and accordingly provides for their registration for that purpose. It is essentially a long term precautionary measure and is designed to authorize part-time training in the defence forces during peace and to ensure in an emergency the prompt and orderly expansion of those forces by making the maximum use of the Colony's manpower.

The Control of Rent Ordinance, 1953

This Ordinance consolidates previous rent control legislation and includes a number of amendments which were recommended by a Select Committee of the Legislative Council. It is distinguishable from the Control of Rent Ordinance, 1947, which it replaces, in that it does not require renewal from year to year. It does not affect premises built or completed after 1st August, 1947.

The Crown Lands Encroachments (Amendment) Ordinance, 1953

This Ordinance provides an expeditious procedure for the demolition of buildings unlawfully erected on Crown land.

The Wages Councils Ordinance, 1953

This Ordinance which is modelled on the United Kingdom Wages Councils Acts, 1945 to 1948, and the Wages Councils Ordinance, 1947, of the Federation of Malaya, provides machinery for regulating the remuneration, holidays and other conditions of employment of workers in trades and industries in which collective bargaining has not been successfully developed.

The Seats for Shop Assistants Ordinance, 1953

This Ordinance which is modelled on the United Kingdom Seats for Shop Assistants Act, 1899, requires seats to be provided for shop assistants, both male and female.

The Labour (Amendment) Ordinance, 1953

This Ordinance provides for the granting of specified paid holidays every year to all labourers as defined by the Labour Ordinance (Chapter 69 of the Revised Edition).

The Contributory Negligence and Personal Injuries Ordinance, 1953

This Ordinance brings the law of the Colony with regard to contributory negligence and common employment in line with

the law at present in force in England as contained in the Law Reform (Contributory Negligence) Act, 1945, and the Law Reform (Personal Injuries) Act, 1948.

The Central Provident Fund Ordinance, 1953

This Ordinance establishes a compulsory Central Provident Fund for all employees in the Colony except those whose employers provide comparable or better retiring benefits for them.

The Co-operative Societies Ordinance, 1953

This Ordinance repeals and re-enacts the Co-operative Societies Ordinance (Chapter 155 of the Revised Edition) with certain amendments designed to enable the Commissioner for Co-operative Development, who functions on a Pan-Malayan basis, to exercise powers of control over Co-operative Societies in the Colony similar to those exercised by him in the Federation of Malaya. A notable innovation is the provision allowing minors over the age of eighteen to be members of a Co-operative Society.

The Medical Registration Ordinance, 1953

This Ordinance largely reproduces the provisions of the Medical Registration Ordinance (Chapter 65 of the Revised Edition) but includes provisions similar to those of the United Kingdom Medical Act, 1950, relating to provisional registration. The consequence of this is that medical practitioners will not be granted full registration in the absence of proof of experience in approved hospitals or institutions. Changes have also been made in the constitution of the Medical Council.

The Singapore Telephone Board Ordinance, 1953

This Ordinance provides for the establishment of the Singapore Telephone Board to take over on 1st January, 1954, the telephone undertaking operated by the Oriental Telephone and Electric Company, Limited, after its purchase by the Government and gives statutory powers to the Board to enable it to operate and maintain telephone services in the Colony.

The Exchange Control Ordinance, 1953

This Ordinance replaces the Finance Regulations Ordinance, 1950. It follows closely the provisions of the United Kingdom Exchange Control Act, 1947, and the Colony's Finance Regulations, 1950, and achieves uniformity of powers and practice in exchange control matters with the United Kingdom and the scheduled territories.

The Cinematograph Films Ordinance, 1953

This Ordinance repeals and re-enacts the law relating to the exhibition of cinematograph films. It provides for the establishment of a Board of Film Censors consisting of not less than three persons to replace the former single Censor: provision is however made empowering the Board to delegate certain of its powers to any Censor. The power to refuse authority to exhibit a film or to approve such exhibition subject to alterations or excisions without the written consent of the owner may not be delegated.



Law and Order

CCOURTS OF law are established under the constitutional instruments of the Colony as amplified in local Ordinances. The judges, magistrates and court officials collectively form the Judicial Department under the Chief Justice.

CIVIL LITIGATION

There were two Civil District Courts in 1953. Each has a District Judge empowered to try cases of a civil nature in which the amount in dispute does not exceed \$500. Larger cases are heard in the High Court which has unlimited jurisdiction and is presided over by the Chief Justice or by a Puisne Judge. The High Court also hears appeals from Civil District Courts. Appeals from the High Court are heard by the Court of Appeal composed of three judges. A further appeal in certain cases lies to the Privy Council. These Courts are constituted under the Courts Ordinance which also provides for Rules Committees to prescribe rules for the detailed conduct of business. The Court of Appeal and the High Court in both its civil and criminal jurisdiction are collectively described as the Supreme Court.

The great bulk of civil actions are begun by summonses taken out by one party against the other. The issue of summonses and other processes forms a large part of the work of the Courts of civil jurisdiction and their registries.

It will be seen from the table opposite that the number of cases between landlords and tenants decreased in 1953 probably due to an improvement in the housing situation. The increase in the number of summonses for money claims on the other hand no doubt reflects the less favourable circumstances of commerce in the year.

CIVIL BUSINESS OF COURTS, 1953

	<i>Civil District Courts</i>		<i>High Court</i>	
	1952	1953	1952	1953
Summonses to commence action:				
for money lent ...	1,330	1,788	595	820
for goods sold ...	102	342	344	738
for wages ...	168	322	6	17
for Income Tax ...	407	605	158	201
for other money matters ...	340	362	530	495
for possession of landed property ...	441	341	68	52
in other cases requiring originating summonses ...	—	—	236	279
Applications and summonses in chambers ...	1,114	1,751	997	1,290
Judgment debtor summonses ...	416	519	42	71
Processes in execution of judgment ...	1,739	1,956	260	424
Warrants of commitment and arrest ...	144	157	5	11
Petitions for probate and letters of administration ...	45	26	632	690
Bankruptcy notices and petitions ...	—	—	215	417
Divorce petitions ...	—	—	43	43
Adoption petitions ...	44	186	19	67
Admiralty suits ...	—	—	6	12
Crown suits ...	—	—	3	7
Writs of habeas corpus ...	—	—	2	—
Other processes ...	740	430	272	312

The considerable increase in the number of adoption cases can be attributed to the waiving of a number of conditions which formerly applied. An amendment to the law of adoption enacted in 1952 made it no longer necessary for the adopter and the infant to be British subjects domiciled in the Colony.

Those cases which are opposed by any party lead, in most cases, to actions in Court.

CIVIL ACTIONS DISPOSED OF IN COURTS, 1953

	<i>Civil District Courts</i>	<i>High Court</i>	<i>Court of Appeal</i>
		<i>Appeals from District and other lower courts</i>	<i>Original Actions</i>
Suits—			
for money lent ...	1,193	1	540
for goods sold ...	259	—	425
for wages* ...	225	2	7
for other money matters ...	630	—	216
for possession of landed property ...	442	5	29
Bankruptcy ...	—	—	306
Divorce ...	—	—	40
Other actions (including Income Tax suits) ...	50	—	83
Totals ...	2,799	8	1,646

One appeal was taken from the Court of Appeal to the Privy Council in 1953.

*See also page 26.

BANKRUPTCY AND COMPANY LIQUIDATION

The administrative work resulting from the bankruptcy jurisdiction of the Supreme Court is dealt with by the Official Assignee under the provisions of the Bankruptcy Ordinance. The same Officer, in his capacity as Official Receiver, is concerned with the insolvency of companies under the provisions of the Companies Ordinance, 1940.

In the case of individual bankruptcies the Official Assignee, who is a public officer and an officer of the Court, alone can be the trustee in bankruptcy, there being no provision in the Colony for a private trustee. The United Kingdom practice as regards company insolvency, however, is followed almost exactly, and private liquidators as well as the Official Receiver may be appointed in the winding-up of a company.

	BANKRUPTCY		
	1951	1952	1953
Receiving Orders made—			
in respect of wage-earners ... }	87	69	94
in respect of traders ... }		34	52
Liabilities of bankrupts (approximate)	\$510,000	\$10,400,000	\$3,400,000
Assets available for creditors (approximate) 	\$ 46,000	\$ 2,800,000	\$ 158,000

The increase in the volume of insolvency in 1952 can be attributed largely to the collapse of the 1951 boom in trade which caught many speculators who had overtraded. The later decrease in insolvency in 1953 is apparently due to the ability of traders to stabilize their position despite the continued decline in prices. There were only two orders made for the winding-up of companies in 1953 and none in 1952.

The bankrupts remaining undischarged at the end of 1953 included a number of pre-war cases. In some of these it is unlikely that the funds held will ever be completely distributed on account of the death of creditors, the loss of records and other like circumstances.

ESTATES OF DECEASED PERSONS

A Public Trustee, who is the same official as the Official Assignee, is appointed to administer estates of small value and other estates which may be placed in his hands by the Supreme Court in accordance with the Public Trustee Ordinance. In addition, as Official Assignee, he may administer estates under the Probate and Administration Ordinance in certain cases, for example, when no application has been made for probate or letters

of administration. At the end of 1953 the Public Trustee was responsible for the administration of 370 estates valued at \$46,300 and as Official Assignee he was responsible for a further 184 estates valued at \$94,425.

There is a Common Fund which, following the practice adopted in New Zealand, represents the combined investment of estates administered by the Public Trustee and amounted to \$1,518,955 at the end of 1953. The Common Fund is managed by a board of public officers in the manner of an investment trust restricted to trustee securities. It is guaranteed out of public funds and, on realization of their holdings, estates receive an amount representing their original investment, so that they are not affected by fluctuations in investment values. A dividend is paid, which in 1953 was 3 per cent.

ENEMY PROPERTY AND OWNERLESS PROPERTY

In 1939 a Custodian of Enemy Property was appointed to administer enemy owned estates sequestered as a result of legislation governing trading with the enemy. This office is held by the Public Trustee. Since the war the enemy property administered by the Custodian, which included the property of persons whose country had been overrun by Germany and Japan, had nearly all been distributed in the manner provided by treaties and other agreements with the countries concerned. Of a total of \$23 millions of ex-Japanese assets some \$20 millions had been transferred to the Colony War Damage Fund by the end of 1953. A sum of \$3,620,000 representing German enemy assets is still held for distribution.

The Japanese occupation also resulted in much property not belonging to enemy nationals becoming ownerless or temporarily ownerless. Of this very large amount of property much has since been returned by the Custodian of Property to its owners and up to the end of 1953 a further unclaimed balance of over \$11 millions had been realized and paid into the War Damage Fund.

CRIMINAL COURTS AND CRIME

COURTS

There were altogether thirteen Criminal District and Police Courts constituted under the Courts Ordinance at the end of 1953. Police Courts are presided over by Magistrates with powers which in general extend to the award of six months' imprisonment and \$500 fine. District Courts are presided over by District Judges

WORK OF THE

ORIGINAL CHARGE	CRIMINAL DISTRICT AND POLICE COURTS		H I G H C O U R T				
	(A = Adults, J = Juveniles under 16 years of age)	Persons acquitted	Persons found guilty or committed for trial at Assizes	Appeals from Criminal Dist. and Police Courts ↑ Appeals allowed (persons)	↓ Appeals dismissed (persons)	Assizes Persons acquitted	Persons found guilty
Murder (excluding attempted murder)	A	8	15	..	..	12	3
	J	..	..	..	..	..	..
Other offences against the person (including attempts)	A	1,368	1,976	2	30	6	18
	J	19	52	..	..	1	3‡
Offences against property with violence (including attempts)	A	158	304	3	1	6	14
	J	4	5	..	..	..	..
Housebreaking (including attempts)	A	33	100	1	2	1	6
	J	9	17	..	..	..	..
Other offences against property (including attempts)	A	362	611	10	28	13	72
	J	10	82	..	..	1	3
Offences concerning opium and other dangerous drugs (including attempts)	A	298	2,868	6	82	..	..
	J	2	2	..	..	..	..
Offences against revenue laws, i.e. customs duties, foreign exchange, etc., (including attempts)	A	35	358	1	6	..	..
	J	..	4	..	..	..	..
Offences against Municipal Ordinance (including attempts)	A	3,472	24,765	1	4	..	..
	J	5	76	..	..	..	..
Traffic offences (including attempts)	A	1,083	17,582	9	32	..	..
	J	1	21	..	..	..	..
Other seizable offences (including attempts)	A	2,557	13,459	3	13	6	12
	J	28	217	..	..	..	..
Other non-seizable offences (including attempts)	A	600	7,220	..	6	1	..
	J	2	40	..	..	..	..
Totals ..		10,054	69,774	36	204	47	131

* including discharge not amounting to an acquittal.

† includes persons in respect of whom a re-trial was ordered.

‡ includes persons whose convictions were up-held but whose sentences were varied, and persons whose appeals were withdrawn.

§ 2 Guilty but insane, 1 unsound mind and unfit to plead (remanded to Mental Hospital).

CRIMINAL COURTS, 1953

COURT OF CRIMINAL APPEAL *PUNISHMENTS IMPOSED IN ALL COURTS
(AS MODIFIED ON APPEAL)*

↑ Appeals allowed (persons)	↑ Appeals dismissed (persons)	** Death	†Imprisonment or detention in approved schools or homes			Fined	Bound over	Re- leased on pro- bation	Dis- charged with or w/o Condi- tions
			Over 2 years	Over 6 months and less than 2 years	6 months and under				
..	3	3	..	..	..	..	..	..	..
..	5	..	17	86	412	1,081	198	22	129
..	..	..	23	..	3	12	..	14	3
..	8	..	14	37	37	105	22	7	..
..	..	..	..	..	1	..	2	1	1
..	..	..	7	51	31	..	5	6	3
..	..	..	4	..	..	..	1	12	..
..	31	..	68	65	276	133	49	63	27
3	..	..	38	..	..	3	..	34	7
..	..	..	1	2	838	846	1,145	..	35
..	..	..	..	..	..	2	..	..	..
..	..	..	..	..	..	357	..	1	..
..	..	..	..	..	..	3	..	1	..
..	..	..	..	1	7	24,699	41	1	16
..	..	..	3	..	..	71	..	2	..
..	..	..	..	3	36	17,541	1	..	1
..	..	..	2	..	..	17	..	1	1
..	1	..	11	1	..	13,085	145	1	218
..	..	..	2	..	..	213	..	2	..
..	..	..	..	3	37	7,135	20	1	24
..	..	..	2	..	..	38	..	..	..
3	48	..	..	..	..	..	..	..	..

† no juveniles are sentenced to imprisonment.

** subject to confirmation.

who may impose sentences up to two years' imprisonment and \$1,000 fine. There are exceptions to the above general rules. For administrative convenience two of the Police Courts specialized in road traffic offences, one in offences concerning unauthorized building, hawking and other breaches of the Municipal Ordinance and one in juvenile crime. A special procedure is laid down for the Juvenile Court which tries offenders below the age of 16 and may send them to approved schools, approved homes and places of safety but not to prison. The Juvenile Court is housed separately from the other Police Courts.

A probation service for both adults and juveniles is maintained by the Social Welfare Department. Seven probation officers under the general supervision of a Probation Committee examine the family environment and other circumstances of persons found guilty of less serious offences and if they consider that there is a good prospect of rehabilitation may recommend to the Court that the person be placed on probation. The result of a Probation Order is the release of the offender subject to certain conditions as to regular reporting. Probation is not normally granted to a person who has no employment or, if a juvenile, is without suitable relatives or friends who can be responsible for his care. At the end of 1953 there were 138 adults and 103 juveniles on probation, an increase of 26 per cent over the previous year. A total of 121 cases were closed during 1953 and of these 20 per cent had committed further offences or had otherwise failed to respond.

Graver offences are tried in the High Court at monthly Assizes after preliminary inquiry in a Police Court. At the Assizes a judge of the High Court sitting with a jury of seven has unlimited jurisdiction. In addition a Judge of the High Court has power on appeal to alter the findings, sentences and other orders of District Judges and Magistrates. An appeal lies from the High Court to the Court of Criminal Appeal consisting of the Chief Justice and two or more judges and, in certain cases, an appeal may be made to the Privy Council. The conduct of the Courts in criminal cases is governed by the Criminal Procedure Code which also divides crimes into two categories, seizable and non-seizable. Non-seizable crimes are the less serious ones for which the offender may not ordinarily be arrested without a warrant.

CRIME

For the second year in succession there was a slight decrease in the number of reports of serious crime though there was a sharp

increase in the number of armed robberies from 119 in 1952 to 228 and of housebreakings with theft from 884 to 981. The value of property stolen showed an increase from \$2.4 millions to \$2.8 millions as estimated by the owners. Property recovered during 1953 was 15.6 per cent of that reported stolen compared with 11.5 per cent in 1952.

SEIZABLE OFFENCES, 1953
(Police Cases)

		<i>Against the person</i>	<i>Against property</i>	<i>Other Offences</i>	<i>Total cases reported to Police</i>	<i>Cases taken to Court in the year</i>	<i>Cases under investiga- tion at end of year</i>
1948	..	653	6,215	1,094	7,962	3,167	281
1949	..	513	4,698	1,226	6,437	2,887	212
1950	..	563	5,852	1,645	8,060	3,253	184
1951	..	660	7,922	2,048	10,630	4,154	207
1952	..	736	6,426	3,165*	10,327*	5,076	564
1953	..	709	6,338	5,690†	12,737†	7,293	697

* include 1,658 opium and other drug cases reported to the Police but in earlier years handled by the Customs Department.

† include 4,276 opium and other drug cases.

The figures in the above table are for cases dealt with. A case may involve several persons.

Secret Societies

Much of the crime in the Colony can be attributed to secret societies. These had their origin as political movements in China in the seventeenth century and were brought to Singapore by immigrants during the last hundred years. From political societies these movements have degenerated into criminal gangs of recent formation though some of the original ritual still remains; they now recruit their members not only from the Chinese but from other races with the result that racially mixed societies are common. These gangs extort monthly contributions from hawkers, prostitutes and others. The victims often avoid complaining to the Police for fear of reprisal and for this reason the number of reports of extortion is less than the number of offences committed. The general spread of education in the Colony is of increasing value in eradicating the fear on which these societies thrive and in building up a co-operative attitude towards the forces of law and order. In addition to extortions there were seventy-one gang fights in the year against twenty-eight in 1952 and there were five murders attributable to secret societies. The Criminal Investigation Department had some thousands of secret society members on its records

and 940 new members were recorded in the year. To meet their increased activity steps were taken to amend the criminal law to provide greater penalties for offenders who are also members of secret societies.

Narcotics

Opium smoking, a common indulgence in many Eastern countries, has not been unusual in Singapore during the past century. It is, however, illegal. Quite apart from the physical harm caused to smokers and the natural disgust which this habit creates in the minds of many people the traffic in opium gives opportunities for extortion and blackmail on the part of secret societies and thus menaces good order in a direct way. The opium traffic also leads in some cases to the bribery of public servants. The drive against opium and other less used narcotics was specially intensified in 1953. The Customs Department is responsible for suppressing the importation of narcotics from outside, the Police Force is responsible for the suppression of opium smoking and peddling within the Colony and the recently formed Corrupt Practices Investigation Bureau is responsible for discovering and prosecuting the bribery which results from the trade. There is close collaboration between these departments and with interested agencies in other countries.

The bulk of the illicit opium coming into Singapore originates in remote areas in Eastern Asia. The opium produced in these areas, after an overland journey, is smuggled by sea either from the Gulf of Siam or from the Gulf of Martaban to Singapore. A certain amount of opium is also consigned, usually in the care of members of the crew, in ships arriving from the Bay of Bengal and the Persian Gulf. The market is exploited by well organized racketeers who maintain close personal contact with one another, using the frequent air services connecting Singapore, Bangkok and Rangoon for this purpose. Some opium is also smuggled into Singapore by air. In the Colony the demand comes from addicts who are, generally speaking, a legacy of pre-war days or of the Japanese occupation. There is also a demand from neighbouring territories. Opium smoking is happily unpopular with the younger generation. Some success has been achieved against the traffic and 6,479 pounds of opium, with a local value of over \$2½ millions, was seized by the Customs Department during the year on its way into the Colony. The tracking down and banishment from the Colony of

several of the principal organizers and financiers of this loathsome business continued during 1953 with considerable success and the market price of the drug was forced up.

Within the Colony the Police drive against opium dens was intensified. There were 4,831 searches as against 2,209 in 1952. Large numbers of opium pipes and other utensils were seized and, although the small amounts of opium kept in dens prevented the recovery of the drug in large quantities, many arrests were made. In 1953 the number of smokers, peddlers and den owners brought to the Courts amounted to 3,867 as compared with 2,125 in 1952. Addicts were normally sentenced to short terms of imprisonment during which in many cases they broke off the addiction. There was, indeed, the extraordinary spectacle of addicts knocking on the doors of the gaol and demanding that they be admitted and forcibly restrained from smoking. Plans for the establishment of a Government opium curative centre are under consideration but it has been noted that most cures are not lasting if the addicts are allowed to return to the environment of their former addiction. There has been notable help from philanthropic institutions in this sphere.

Unremitting pressure against the illicit trade in opium is undoubtedly making headway, but no permanent solution is likely unless the areas where the opium poppy is cultivated can be placed under control.

CORONER'S COURT

Under the Criminal Procedure Code a report must be made to the Coroner in cases where a death appears to have occurred in a sudden, unnatural or unknown manner. In certain cases the Coroner is then required to hold an inquest with jurors in open court to ascertain the cause of death. In other cases less formal inquiry without jurors is allowed. There were 29 inquests with jurors in 1953 and 756 inquiries without jurors.

CORONER'S VERDICTS

			1952	1953
Murder	...	...	10	18
Other offences not amounting to murder	...	...	24	32
Open verdicts	...	...	32	27
Death by misadventure	...	...	289	279
Suicide	...	...	126	149
Natural causes	...	...	571	482
Other causes	...	...	51	43
Pending	...	...	94	49
Total	...	...	<u>1,197</u>	<u>1,078</u>

The Coroner may require the Police to initiate further investigations if he finds that a death has occurred as a result of a criminal act. He also has certain powers of arrest.

PREVENTION OF CRIME

SINGAPORE POLICE FORCE

The development of the Police Force in conformity with the increasing complexity of modern city life was continued during 1953 without a strengthening in manpower.

STRENGTH OF THE REGULAR POLICE FORCE, 1953

	<i>Gazetted Officers</i>	<i>Inspectors</i>	<i>Uniform Branch</i>	<i>C.I.D.</i>	<i>Total</i>
European ...	79	—	—	—	79
Eurasian ...	5	49	34	20	108
Chinese ...	9	120	118	331	578
Ceylonese ...	3	15	2	2	22
Indian ...	3	45	52	45	145
Pakistani ...	1	4	121	11	137
Malay ...	3	23	2,352	70	2,448
Gurkha ...	—	3	287	—	290
Others ...	—	—	2	19	21
Total ...	103	259	2,968	498	3,828

The total authorized strength of the Force was 4,428.

The Police Force has always been a popular career for Malays in the Uniform Branch and for Chinese in the Detective Branches. In the past few years an effort has been made to recruit suitable Chinese to the Uniform Branch and an encouragingly large number presented themselves for recruitment in 1953. Though careful selection limited the number actually recruited there were 118 Chinese in the Uniform Branch at the end of 1953 compared with 83 a year previously. As in other Government departments the policy is to recruit so far as possible from within the Colony and to train local men for the highest posts.

The standards set are high, higher than are required in most other walks of life. In addition to the inherent problem of policing a multi-lingual population in a rapidly developing modern city, young recruits have very few crystallized notions of good citizenship and the true functions of an efficient police force. New entrants of all ranks are put through a training course on first recruitment at the Police Training School. For most the course is slightly less than one year though it is varied both in length and subject matter for specialists. A new scheme to give educational opportunities to

subordinate officers was inaugurated. The scheme is that ten scholarships are granted by the Commissioner each year; the first ten scholarships were granted in 1953. They entitle the holders to free education for five years leading to the Cambridge School Certificate examination as private candidates, and thereby to qualify educationally for promotion to the rank of Inspector. The scheme proved most popular. For the higher grades full advantage is taken of training facilities in the United Kingdom and twelve officers attended courses of instruction there in 1953. Of these one, an Inspector, won the Baton of Honour awarded to the best student at the Hendon Police College.

A programme of housing construction for the Police Force is being undertaken and at the end of 1953 a total of 2,471 men were accommodated in barracks or married quarters. During the year a further 148 quarters of a new type were built for married subordinate officers by the Public Works Department. Each has three rooms, a kitchen and a bathroom.

Special Constabulary

The Special Constabulary is divided into a paid Active Unit and a Reserve Unit consisting of part-time unpaid volunteers known as the Volunteer Special Constabulary who are called out as the occasion demands. The keenness of the volunteers was amply demonstrated throughout the year and at the time of the Coronation celebrations the volunteers efficiently performed long hours of duty with cheerfulness and tact.

STRENGTH OF THE SPECIAL CONSTABULARY

			<i>Active Unit</i>	<i>Reserve Unit (Volunteers)</i>
European	...	...	—	181
Eurasian	...	...	27	109
Chinese	...	...	86	689
Indian	...	...	69	164
Malay	...	...	1,286	443
Others	...	...	3	2
Total			1,471	1,588

The training of volunteers continued throughout the year under the supervision of a regular gazetted officer. Recruit classes and promotion courses were well attended. During 1953, the Volunteer

Special Constabulary Headquarters moved from their old base at Kolam Ayer to the Police Training School, and plans were prepared for the building of new Volunteer Headquarters.

Organization

For Police purposes the Island of Singapore is divided geographically into four Police Areas each under the command of a Superintendent of Police. Each area has two Police Divisions. The Marine Police, Radio Division and Traffic Police constitute specialized divisions, as do the Reserve Unit and the Gurkha Contingent. In addition to these, there is a Police Training School and a small detachment on Christmas Island. The Colony has altogether thirty-three Police Stations and a further fifteen Police posts. During 1953 the Public Works Department built two new stations and carried out alterations and enlargements to many others.

The Radio Division is equipped with a very up-to-date fleet of radio cars. In 1953 further progress was made in installing and setting up new equipment ordered in 1952, and in expanding the teleprinter network to other divisions. The development of this division during the past few years has proved of great value, and radio cars directed from Police Headquarters are available to proceed to the scenes of crimes or to give help to members of the public within a few minutes. These cars also carry out regular patrol duties. The public made greater use of the '999' service on the telephone in 1953 than ever before and thereby greatly assisted in the arrest of many criminals.

The Marine Police is described on page 161 and the Traffic Police on page 172.

The Criminal Investigation Department is responsible for intelligence in criminal matters to assist divisional investigating officers. Its Secret Society Branch deals with different language groups of secret society members, and other branches deal with the investigation of gambling offences, commercial crime, narcotics, and other vice. The Criminal Records Office, which also incorporates the photographic and technical sections and the fingerprint bureau, is part of the Criminal Investigation Department.

A modern and well equipped forensic laboratory operated by the Department of Chemistry is available for the examination of exhibits connected with criminal cases, and investigating officers have made increasing use of these facilities in recent years. No less than 4,500 exhibits were examined by the Department of Chemistry in 1953 in connection with opium smoking cases alone.

CUSTOMS DEPARTMENT

Singapore has been a free port since its establishment in 1819. Customs duties are levied on only three commodities: petroleum, liquor and tobacco, and then only when they are brought in for domestic consumption. The revenue collection staff of the Customs Department is therefore small (see page 46). The Preventive Branch, on the other hand, employs fourteen senior officers and 510 Junior Customs Officers and subordinate staff to suppress the smuggling not only of the three dutiable commodities but also of opium, gold, arms and other contraband. Petroleum, which is handled by the large oil companies, presents no control difficulties but liquor and tobacco, which carry no duty in the neighbouring Indonesian islands within sight of Singapore, present a constant smuggling problem. In addition, there is an excise duty on locally manufactured liquors. Illicit distilling during the past year has demanded much attention from the branch which also assists in the control of imports and exports, the control of currency and the enforcement of veterinary, agricultural and postal restrictions.

SEIZURES OF CONTRABAND

	1952	1953
Opium, raw and prepared, in pounds ...	2,708	6,479
Tobacco (including leaf and manufactured) in pounds ...	3,615	9,896
Intoxicating liquors, in gallons ...	877	1,695
Fermented rice mash, in gallons ...	11,858	53,479
Unlicensed stills ...	90	240
Coconut palm toddy, in gallons ...	109	18
Gold in pounds and ounces ...	316 lbs. 4½ ozs.	171 lbs. 12 ozs.
Vehicles used in smuggling ...	11	46
Boats used in smuggling ...	1	16

The sale by auction of gold and other confiscated property in 1953 realized \$264,447 which was credited to Revenue.

The equipment of the Preventive Branch includes vehicles suited to the terrain in which they operate and a fleet of launches. All the launches are equipped with V.H.F. radio telephone and one of the land vehicles has been similarly equipped in order to provide direct inter-communication for amphibious operations. Thirty-six of the convictions for opium offences shown in the table on pages 126 and 127 and all the convictions for revenue offences were obtained as a result of the vigilance of the Customs Preventive Branch.

OTHER CRIME PREVENTION AGENCIES

The Singapore Harbour Board Police Force is described on page 161. The City Council and many Government departments maintain inspectorates to enforce the law relating to special subjects such as labour and hours of work, sanitation, the construction and safety of buildings, ships and vehicles, the protection of children and so forth.

PRISON ADMINISTRATION

The Prisons Department consists of the short sentence Local, Remand and Female Prisons at Pearl's Hill, the long term Convict Prison at Changi, and the Detention Camp at Changi. These establishments provide accommodation for 2,317 persons under normal circumstances.

A total of 5,036 persons was received into prison in 1953:—

Condemned	...	...	5 (3 later commuted and 2 under consideration)
Short sentence	...	...	2,467
Long sentence	...	...	221
Safe custody	...	...	2,038
Vagrants	...	...	117
Banishées	...	...	144
Detainees	...	...	44

The daily average total population of both prisons was 1,037.

	Local Prison	Changi
Daily average of male prisoners	616	376
Daily average of female prisoners	28	—
Daily average of young prisoners	45	—
Highest number of prisoners held on any one day	838	393

The Prison Department continued to administer the camp on St. John's Island as a place of detention under the Emergency Regulations until 24th July, 1953, when it was closed and the detainees transferred to Changi Prison pending the opening of the new Detention Camp adjacent to the prison farm at Changi. This camp was ready for occupation by the end of the year. It is intended to use this camp at a later date for the accommodation of long sentence first offenders. A section of it will house vagrants. The daily average number of detainees in 1953 was ten, compared with ninety-six in 1952. Male vagrants are now housed in the old female prison at the Local Prison, and are segregated from other prisoners. Those who are fit are encouraged to work and earn

pay under the earnings scheme. Every effort is made to rehabilitate these people, and to instil into them a sense of self-reliance and usefulness. The system of segregation also extends to young offenders under the age of 21. Juveniles are not sentenced to imprisonment but are sent to approved schools or homes described on pages 113 and 114.

The recommendations of the Singapore Prison Enquiry Commission on the segregation of prisoners and on their correspondence with friends were implemented. Normally, prisoners are allowed to receive a visit from relatives or friends after one month, and thereafter at monthly intervals. They are given up to one-third remission of sentence for good conduct or, if their sentence is for less than a year, up to one-sixth. An Aftercare Association working in collaboration with the Social Welfare Department and the Salvation Army sought to place prisoners in employment after release and generally to help them rehabilitate themselves.

The general health of the prisoners was good, and there were no epidemics. A leper ward was opened at the Local Prison in October, a part of the female prison was converted into a sanatorium, and another part into a small hospital and nursery.

During the year all prisoners were fully employed on carpentry, tailoring, shoe-repairing, blacksmithing, tinsmithing, bookbinding, laundering, printing, ropemaking, matmaking, ball-fender-making, vegetable growing, pig and poultry farming, and other occupations. The Changi prison farm produced considerable quantities of food-stuffs. A laundry party was formed in the female prison. Several educational and hobby classes were begun on such subjects as English, Chinese, home nursing and needlework. The two latter were very popular with the female prisoners. Under the auspices of the British Council voluntary evening classes were arranged in civics, music and art. Two St. John Ambulance classes were held weekly, one for Malays and one for Chinese.

The staff of the prisons under the Commissioner and the Superintendent consisted of 6 Chief Officers, 45 Principal Officers and 329 warders of various grades besides instructors, clerks and others. The introduction of good conduct pay for the prison warders proved a definite incentive to exemplary conduct. Also successful was the special allowance of \$10 per month to warders who passed an examination in the English language. Fourteen officers' quarters at the Local Prison were demolished and two blocks of flats each containing six units were erected on their site by the Public Works Department.



Public Utilities and Public Works

THE SUPPLY of water, electricity and gas is the responsibility of the City Council which also provides a fire fighting service and a city cleansing service (see page 209). The building and maintenance of roads, bridges and the sewerage system is the responsibility of the City Engineer within city limits whilst the construction and maintenance of buildings belonging to the City Council is carried out by the City Architect. Roadworks in the rural areas are undertaken by the Public Works Department of the Colony Government. This department is in addition responsible for the building and maintenance of all Government constructional works wherever situated.

WATER SUPPLIES

The first installation for the supply of water in Singapore was set up by the Government in 1857 but since 1878 the responsibility for water supplies has rested with the local authority now known as the City Council. The present Water Department of the City Council is run as a non-profit making trading concern. It has an authorized permanent establishment of 18 senior and 276 subordinate staff, supplemented by a temporary staff of 43 engaged in extension works. The growing population of Singapore has necessitated a continuous expansion of the water supply system. In 1953 15,365 million gallons were consumed, an increase of 10.5 per cent over 1952. In 1948 the consumption was at a rate of 29 million gallons per day; now it is 42 millions. Up to the end of 1953 a capital sum of some \$81 millions had been spent on works for the supply of water to Singapore, \$40 millions of which were spent since 1945.

Island sources of water consist of three impounding reservoirs in a protected catchment area of approximately twelve square miles. These sources were sufficient for the needs of the Island up to 1928. Since then land has been leased from the Government of Johore in the mainland of Malaya and a further catchment area of approximately ten square miles developed by the formation of four impounding reservoirs, the main ones of which are at Pontian Kechil and Gunong Pulai. Water from this catchment area is prepared at Gunong Pulai and then delivered the thirty miles to Singapore by gravity flow through pipelines. Here it mixes with water produced in Singapore and is fed into the distribution system partly *via* the two storage reservoirs at Fort Canning and Pearl's Hill. Island water is prepared for consumption at filters at Woodleigh and in Bukit Timah Road.

It became apparent from the increasing rate of water consumption that Singapore's future demands could not be met economically by setting aside more land for water production. Plans were therefore made before the war for establishing a head works on the mainland on the Johore River for preparing water and pumping it to Singapore.

After the war it was estimated that the supply had fallen so far behind the demand that serious shortage would overtake the scheme to draw water from the Johore River. It was, therefore, decided to go ahead with laying the pipeline from Singapore towards this source and, as an interim measure, to construct temporary works on the Tebrau River. The Tebrau River is smaller than the Johore River but is nearer to Singapore and is on the route to the Johore River.

By the end of 1952 the pipeline had covered the seven miles into Johore as far as the temporary Tebrau works. Water was delivered from the river in January, 1953 and by the end of the year the output had increased to nine million gallons per day. Work is now in hand to increase the capacity of this works to 25 million gallons per day, and it is estimated that the ultimate capacity of the works will be an average of 50 million gallons per day. The water is conveyed in steel mains of 36 inches to 60 inches in diameter.

On the distribution side work has begun on a new 50 million gallon storage reservoir at Bukit Timah for which the estimated cost is \$5 millions. Over one million cubic yards of earth and rock have been excavated and the two 'basins' of the reservoir roughly shaped to size. An extensive programme of laying large trunk mains is being carried out. In 1953 this included the laying of 6½ miles

of 30-inch and 36-inch mains which will improve supplies to the population in the south-east of Singapore and will lead to an estimated increase in consumption of 5 million gallons per day. The total length of mains in use at the end of the year was 627 miles, an increase of 35 miles since the end of 1952. All water is filtered and finally chlorinated before entering the distribution system. It is soft in character, of a good taste and free from any odour. It is maintained at a very satisfactory colour and a very high bacteriological and analytical degree of purity. Bacteriological and analytical tests are taken daily at each successive stage of treatment and at various points in the distribution system. Singapore piped water can be safely drunk—a considerable achievement in the tropics.

All consumers are metered. There were 52,005 at the end of 1953 as compared with 49,438 at the end of the previous year. The rates paid by them vary with the type of consumption and in 1953 were:—

		\$ c.	
Domestic supplies inside city limits	...	55	per thousand gallons.
Domestic supplies outside city limits	...	85	" "
Commercial supplies	... \$1.10 to 2 00	" "	" "
Ships (delivery on board)	... 2 75	" "	" "

It was reluctantly decided by the City Council that increased costs would necessitate slightly increased rates for commercial supplies in 1954.

The piped water supply of Singapore has not stopped short at the city limits but extends into newly developed townships in the rural area as they are developed; considerable extensions were made in 1953. In the remainder of the rural area there is no publicly owned piped water supply. Farmers draw their water from wells which they have made themselves. The Health Department and the Rural Board maintain a close supervision over rural water supplies in an attempt to render safe as much water as possible and make it available for human needs before allowing it to run to waste. This work is carried on in connection with the anti-malarial works described on page 108.

ELECTRICITY SUPPLIES

From 1906 electricity was purchased in bulk by the then Municipal Commission from the newly formed Tramway Company. It was distributed within a limited area in the city. In 1926 the Municipal Commission built its own St. James' Power Station in the dock area and after additions made in 1941 and 1948 this station had reached an installed capacity of 37,000 kilowatts. The

history of electric power supply in Singapore has been one of keeping up with the ever increasing demands of a growing population. As a result of the Japanese occupation additional plant ordered at the end of 1941 was not manufactured and at the end of the occupation in 1945, it was found that the original plant at St. James' Power Station was in a deplorable condition. Rehabilitation began but difficulties arose due to shortages of all kinds of materials. Certain restrictions in respect of outside lighting, window lighting and the like had eventually to be brought into force but wholesale rationing was never necessary. Up to December, 1952 load-shedding was unavoidable.

It was impossible to replace the plant at St. James' station whilst it was in use for meeting current demand and a new power station at Pasir Panjang was planned. After designs had been made and contracts placed work began in 1950. By 9th December, 1952, in what is believed to have been record time, the first 25,000 kilowatt turbo-alternator and boiler at the new power station were commissioned and it was possible to relax some of the restrictions which had become necessary. On the 16th May, 1953 the second 25,000 kilowatt turbo-alternator was brought into operation and on the 3rd July, 1953 the new power station with its many staff quarters was officially opened. All restrictions on consumption were removed. Construction and installation work continue. The new power station is designed for an ultimate capacity of 150,000 kilowatts which is estimated to be enough to cover the demand for many years to come. During 1953 the highest demand on both stations together was 55,400 kilowatts.

The Electricity Department of the City Council supplies consumers not only in the city but also the rural areas. Its charges are designed to cover costs of production and no call is made on the city ratepayer. The present tariff is, for most domestic lighting purposes, $17\frac{3}{4}$ cents per unit of one kilowatt hour and for domestic cooking and heating is 6 cents per unit. In those more remote rural areas which have not been reached by the City Council electricity supply there are a number of small private generators.

Distribution from the two power stations is over a 6,600 and a 22,000 volt network to 235 substations of which 41 were built in 1953. Of the total of 150 miles of cable laid during the year, 63 miles were for the 22,000 volt network and 87 miles were for service and other low tension distribution. The supply to consumers is at 230 volts A.C. A total of 58,371 consumers existed at the end of 1953 and on their premises there were 91,660 meters, of which 11,713 were installed during the year.

CITY COUNCIL ELECTRICITY SUPPLIES, 1953
(a unit is one kilowatt hour)

		<i>Units Sold</i>	<i>Revenue \$</i>
Lighting and Fans	... ..	53,183,669	8,949,843
Domestic power other than above	... ..	53,170,225	3,220,002
Industrial power	... ..	126,998,175	5,584,790
Public street lighting in city area (paid by City Council)	... ..	3,429,810	375,948
Public street lighting in rural area (paid by Rural Board)	... ..	298,198	52,599
Traffic signals (paid by Colony Govern- ment)	... ..	146,399	23,808
Totals	... ..	<hr/>237,226,476 <hr/>	<hr/> 18,206,990 <hr/>

The assurance of unrestricted freedom in the use of electrical energy has resulted in an encouraging demand from consumers for electrical appliances. These are hired out by the City Electricity Department. Indeed, the demand was such that inevitably an alternative system of installation of such appliances had to be devised and with the approval of the City Council a system was inaugurated whereby consumers were permitted to engage their own electrical contractors and obtain reimbursement of installation charges from the Council at fixed rates. On 31st December, 1953 the following appliances were on hire:—

Ceiling Fans	... ..	18,285 (4,030 for 1953)
Water Heaters	... ..	2,133 (610 " ")
Cookers	... ..	4,298 (1,680 " ")
Motors	... ..	453 (10 " ")

Revenue from the hire of the above was \$341,875 in 1953.

Since the war there have been two 5-year street lighting programmes. 1953 was the second year of the second programme. By the end of the year there were in all 5,125 lamps installed of which 784 had been installed in 1953. In addition much other public lighting was provided in public places and buildings.

GAS SUPPLIES

The supply of gas was in the hands of the Singapore Gas Company from 1862 to 1901 when the local authority acquired the undertaking by purchase. Between 1928 and 1932 a new coal gas manufacturing plant with six beds of horizontal retorts was erected

and a new water gas plant was installed. These were in a state of disrepair at the end of the Japanese occupation and have been gradually rehabilitated since. An extension of four beds of retorts was added to the existing plant in 1951 and the original six beds were re-built in 1953. The City Gas Department at present has ten beds of horizontal retorts and three water gas plants at its Kallang works with a total nominal capacity of approximately 2,000,000 cubic feet of gas per day. There is also a gasholder at Maxwell Road to serve the western part of the city. To cater for increased demand in this area new and larger compressors were installed during 1953 which will more than double the amount of gas supplied to this gasholder. New stores and quarters were in course of erection during the year at the Tiong Bahru governor station, a new and larger naphthalene washer for the removal of naphthalene from the crude gas was installed and the City Council approved the installation of larger and more modern purification units for the removal of ammonia and tar from the gas. The principal by-products in the manufacture of coal gas are coke and tar. A considerable amount of the coke produced is consumed in the gas works in furnaces and in the production of water gas. During 1953, with increasing production of coal gas, coke production has increased and as further gas manufacturing plant is required and as it is necessary to maintain an economical coke balance the City Council has decided to erect a new and much larger water gas plant.

During 1953, 27,580 tons of Indian gas coal were consumed in the manufacture of gas though the quality of this coal is not ideally suited to the purpose. The coal wharf is at the Kallang gas works.

Production and sales of gas increased enormously during the post-war years. Gas production amounted to rather more than 536 million cubic feet in 1953. Private consumption accounted for 455,556,900 cubic feet in that year compared to 161,825,400 cubic feet in 1940.

CITY COUNCIL GAS SUPPLIES

	<i>Cubic feet of gas supplied</i>	<i>Revenue</i> \$ c.
Inside city limits (on a scale from special tariff to \$6.50 per 1,000 cubic feet according to monthly consumption)	450,602,516	2,914,605 65
Outside city limits (at \$7 per 1,000 cubic feet)	4,956,400	34,942 00

Distribution of gas from the plant to consumers' premises is made over some 236 miles of mains, of which $8\frac{1}{2}$ miles were laid in 1953. Public street lighting by gas, which formed a large part of the pre-war load, is gradually being replaced by electric street lighting. In 1940 street lighting accounted for 48.6 per cent of the gas consumed, in 1953 the figure had shrunk to 7.2 per cent. It is anticipated that all gas street lighting will be eliminated by the end of 1955.

The Gas Department hires out appliances to consumers and allows the installation of privately purchased appliances by registered gas contractors. On 31st December the following hired appliances had been installed by the Department:—

Gas Cookers	...	...	8,480 (1,299 in 1953)
Gas Water Heaters	...	...	2,856 (400 " ")
Others	...	...	972 (559 " ")

Revenue from the hire of the above in 1953 was \$288,736.50. In addition the department sold coke, tar and other residual products for a total of \$392,378.03.

As in the case of charges for water and electricity the charges for gas are designed to meet the overall costs of the gas undertaking, without assistance from the Consolidated Rate Fund.

FIRE FIGHTING

The duty of protecting Singapore against fire was assumed by the local authority in 1888. The first motor/steam fire-engine was acquired in 1906 and the present Central Fire Station was built in 1909. The Singapore Fire Brigade is now responsible for fire fighting throughout the Island. In the rural areas fire services including fire hydrants and the supply of water to them are provided by the City Council under a financial arrangement with the Rural Board. A fire substation at Geylang was opened in 1929 and work on a further substation in the rapidly expanding industrial area around Alexandra Road was begun in 1953. The brigade's workshop has already been transferred to this new substation. In the rural areas fire substations at Bukit Panjang and Nee Soon are planned. The Fire Brigade is constantly being added to and improved. At the end of 1953 there were 13 officers and 351 other ranks. It is equipped with the latest appliances including 13 self-propelled pumps, one turn-table ladder, six trailer pumps, a water tender fire-engine (the first of three ordered for dealing with fires in areas remote from piped water supplies), and foam making and other fire fighting equipment on a large scale together with five ambulances and oxygen breathing apparatus. In addition to the service

provided by the City Council there is a small brigade run by the Singapore Harbour Board and a large amount of fire fighting equipment is owned by private firms. The Singapore Fire Brigade has organized and is training an Auxiliary Fire Service of volunteers described on page 199.

During 1953 the brigade received 998 fire calls, the greatest number received in any one year. The loss by fire was valued at \$3,659,599 of which the bulk was in the city area. This represents 6.34 per cent of the property estimated to be at risk. The brigade's accident ambulance service answered 7,706 calls in the year, double the number of 1950.

The electric fire alarm system in the city has fifty-six call points, the fire stations are connected together with a telephonic inter-communication system and are kept in touch with fire-engines and ambulances by a two-way short-wave radio system. It is now the practice to dispatch not only fire-engines but also police patrol cars, for crowd control, to the scene of all fires.

Two serious fires occurred in congested areas of plank and attap dwellings in 1953. The first occurred at Lorong 3 in the suburb of Geylang on 16th July when an area of over nine acres was devastated rendering nearly 2,400 people homeless (see illustration between pages 96 and 97). The second out-break occurred on 24th October in a similarly congested area off Aljunied Road not far away from Lorong 3. In this second catastrophe 4½ acres were affected. As a result of these fires the brigade conducted a vigorous fire protection campaign and several potentially serious fires have already been dealt with effectively by the local inhabitants themselves.

The brigade does not merely concern itself with the extinction of fire but carries out much work in the instruction of employees of industrial undertakings in fire fighting. In addition plans for new buildings are carefully scrutinized and their sites inspected; hazardous trades are controlled under a number of regulations. In 1953, over 34,000 inspections were made and 3,224 licences issued under the Dangerous Trades and Petroleum Ordinances.

SEWERAGE

The construction of a modern sewerage system was begun by the local authority in 1912 and at the end of 1953 consisted of 175.01 miles of underground sewers with connections to 17,230 public buildings and private premises. During the year 14.16 miles and 1,339 connections were constructed, a record for the City Engineer's

Department. Almost all the premises served by the City Council's water-borne sewerage system are within the city limits and their sewage is pumped through eleven pumping stations to the sewage disposal works at Alexandra Road and Kim Chuan Road. The effluent from these modern works is inoffensive and their sludge is discharged to sludge drying and disposal works on the left bank of the Serangoon River where it is used for reclaiming the swampy land in the vicinity. During 1953, the City Engineer's Department dealt with over 5,775 million gallons of sewage as well as with other waste matter.

Although the main sewers form a network covering the greater part of the city area and have sufficient capacity to deal with that area there are many premises in the older and more congested parts which are not yet connected up. This is because the houses were built long before the sewers and are so constructed that the laying of branch sewers at reasonable expense is impossible. Work in this direction is continuing. Meanwhile sewage disposal from these old houses is by night-soil buckets collected by the City Cleansing and Hawker Department and conveyed in a modern fleet of vans to the sewage disposal works.

In those parts of the Island beyond the City Council's sewerage system 256 small purification plants are maintained serving premises in their immediate vicinity. Of these 31 were constructed or acquired during 1953.

The City Engineer's Department maintains a staff of sanitary inspectors whose duty it is to ensure that adequate sanitary arrangements are provided in private premises. During 1953 the owners of 1,004 properties were required to instal or improve their sanitary fittings. In the majority of cases the requirements were met without recourse to the courts.

CITY CLEANSING

For city cleansing purposes the city area is divided into three divisions and subdivided into fourteen cleansing districts. Every roadway and street vested in the City Council within the city is swept at least twice daily by workmen who are furnished with handcarts and brooms. These carts transport sweepings to steel street containers which when full are collected by wagons with specially designed cranes. The principal streets and the numerous roadside drains are flushed daily from watering vans or from hydrants. There is also a daily collection of all domestic and shop refuse by the emptying of private bins from verandahs and back-lanes with a fleet of collecting vehicles.

Incombustible refuse is conveyed to a controlled tipping site at Bendemeer where it is used to reclaim swamp land. Tin cans are collected and baled for sale. Combustible refuse is conveyed to incinerators at Kolam Ayer and at Alexandra Road and the ash residue is used to form a seal covering over the incombustible refuse tipped at Bendemeer. During 1953 the City Cleansing and Hawker Department disposed of 123,500 tons of refuse. Of this 50,000 tons were incinerated.

A problem connected with city cleansing is the control of street hawkers. During the post-war period hawkers had become so numerous in certain areas that they not only caused serious obstruction in roadways but also left a great deal of rubbish. Various expedients were tried such as licensing and prosecution. Eventually a Commission of Enquiry was set up to examine the problem. The situation now is that all hawkers must be licensed and licences are granted freely and without limit. In certain busy streets hawkers are absolutely prohibited, in other streets with only a moderate volume of traffic itinerant hawkers are permitted and in addition certain streets have been set aside and marked out into pitches for hawkers with stationary stalls. As well, there are a number of hawker shelters and markets built by the City Council. At the end of the year there were 10,187 licensed itinerant hawkers, 1,708 stationary hawkers with day pitch licences, 1,443 stationary hawkers with night pitch licences and 1,532 hawkers accommodated in hawker shelters and markets. Nominal fees are charged for licences except those issued for the hawker shelters where a small rent is also charged. The inspectorate of the City Cleansing and Hawker Department and the Police Force have developed a technique for dealing with unlicensed hawkers and with obstructions caused by hawkers. It is rare for a hawker to be arrested and the practice is for inspecting staff to serve 'tickets' on offenders requiring them to appear in court.

PUBLIC WORKS

The first public roads and buildings appear to have been built under the supervision of army engineer officers. As was to be expected in the earliest days of a trading settlement their materials were cheap and perishable and their works have nearly all disappeared. In 1833 George Coleman was appointed Superintendent of Public Works, and he it was who first began the employment of convicts on large works including the reclamation of land from the sea and marshes. He died in Singapore in 1844 after laying out a

remarkably large number of roads and bridges and leaving behind a permanent memorial in some of the Colony's most notable buildings.

The Public Works Department was separately constituted in 1872 with four officials. Today the Director of Public Works has a staff of some forty professional officers to deal with the ever increasing demands of public administration in a densely populated Island. The department is divided into an Architect's Branch; a Rural Branch which undertakes road building and other work under the general direction of the Rural Board (see page 209); a Major Works Branch; a Works and Buildings Branch mainly concerned with the maintenance and reconstruction of existing Government buildings in the city area; an Airport Branch; a Mechanical Branch; an Electrical Branch and a Stores Branch. The Stores Branch acts as a general buying agent for the Government. The many medical, educational and other development plans now going forward in the Colony put great pressure on the Department, not only on its financial resources but on its professional staff. It has therefore become necessary to set up a Standing Committee on Public Works to arrange competing demands in a schedule of priority taking into account the availability of men, money and materials. The programme extends to 1958.

Expenditure on new works undertaken during the year was over \$13 millions and included alterations, additions and improvements to government offices and other buildings at a cost of over \$3 millions, the construction of new markets and other buildings in the rural areas at over \$238,000 and many other works mentioned in the appropriate chapters of this book. In addition the routine maintenance of existing roads, buildings and other works cost some \$5 millions excluding departmental overheads.

The department has steadily increased its use of heavy earth moving machinery for which a mobile workshop has been established and a staff has been trained (see illustration opposite page 185). Repairs can now therefore be carried out 'on site' with much saving of time.

The design and construction of buildings belonging to the City Council has, since 1928, been undertaken by the City Architect. Works undertaken in 1953 cost \$9½ millions and included a fire station, an aquarium, many flats and houses for City Council employees and a large development to the animal infirmary. The day to day maintenance of existing buildings cost approximately \$500,000 in the year.



Communications

SINGAPORE owes much of its wealth as a commercial entrepôt to the central position it occupies in South-East Asia. It is a natural stopping place for ships and aeroplanes plying between Europe and India on the one hand and Australia and the Far East on the other. In addition it is a convenient centre for feeder services by ship, air, rail and road to all its neighbours. Communication services provide employment for more people in the Colony than any other category of industry.

SHIPPING

The traditional pattern of shipping in Singapore is one in which cargo and passenger liners stop *en route* between East and West and unload their cargoes for local distribution by feeder services. The long sea voyage liners mainly belong to shipowners in Europe and America. The coasters belong to operators based on Singapore and the surrounding countries. In the early days the transfer of cargoes between deep sea ships and coasters was carried out in the Singapore River. The merchants had their warehouses on its banks. From 1850 the Peninsular and Oriental Steam Navigation Company and other shipowners began to build private wharves at Tanjong Pagar but trade was becalmed and the wharves did not prosper until, in 1869, the Suez Canal was at last completed. It at once became economical to replace sailing ships with steamships. The Tanjong Pagar Dock Company formed in the same year acquired land on the waterfront and built wharves for the use of all comers. Within three years the tonnage of shipping in transit almost doubled. The Tanjong Pagar wharves are now within the premises of the Singapore Harbour Board, a public corporation, and are $2\frac{1}{2}$ miles

in length. The old harbour in the Singapore River is used only by lighters discharging their goods at the waterside warehouses. These lighters meet the sea going ships in the roads outside the mouth of the river. The roads have been greatly improved in this century by the construction of a mole which shelters the 'Inner Roads', by much reclamation and the building of sea and river walls and by the construction of a second lighter anchorage at Telok Ayer Basin with a water area of 20½ acres. The river walls are partly in private ownership; the sea walls to a length of 7½ miles are maintained by the Public Works Department. The whole of Keppel Harbour and the roads as well as the rivers which enter them and the islets nearby are contained in the statutory Port of Singapore under the general supervision of the Singapore Harbour Board jointly with the Master Attendant who is the head of the Marine Department.

SHIPS

Singapore is a port of registry for British ships. Local legislation provides for the licensing of various cargo and passenger craft which ply within the territorial waters of the Colony. Native sailing craft, which carry cargoes between Malayan and Indonesian ports, and fishing vessels are also licensed locally, the majority of them being owned by Chinese resident in Singapore.

SHIPS REGISTERED AND LICENSED AT SINGAPORE ON 31ST DECEMBER, 1953

			<i>No. of Ships</i>	<i>Tonnage</i>
<i>British Ships</i>				
Permanent Registry (under Part I of the Merchant Shipping Act, 1894):				
Steam	...	...	31	20,120
Motor	...	...	147	37,184
Sailing	...	...	88	13,033
Terminable Registry (under section 90 of the Act):				
Steam	...	...	2	39
Motor	...	...	79	1,127
Sailing	...	...	13	565
<i>Licensed Vessels</i>				
Sailing ships (not exceeding 200 gross tons each)	...	...	418	29,188
Cargo boats (not exceeding 100 gross tons each)	...	...	2,436	47,772
Passenger boats (not exceeding 100 gross tons each)	...	...	212	442
Fishing vessels (no limit of size)	...	...	3,104	3,748

The arrival of ships must be reported to the Port Office of the Marine Department. Ships may not leave the Port without a clearance from the same office.

During 1953 forty-four ships of the Royal Navy and sixty-three warships and fleet auxiliaries of other nations visited the port. The aircraft carriers *Glory* and *Unicorn* were in port for the Coronation celebrations.

MOVEMENT OF MERCHANT SHIPS IN 1953

	<i>Entered</i>	<i>Cleared</i>	<i>Total tonnage (Millions of tons net; entry and clearance counted as separate transactions)</i>
Foreign-going ships over 75 tons ...	5,463	5,417	41.49
Home-trade ships over 75 tons ...	1,435	1,422	2.37
Local-trade ships over 75 tons ...	1,890	1,869	.87
Ships under 75 tons and native craft of all tonnages ...	17,823	17,936	1.50
Powered fishing vessels ...	5,474	5,468	.098
Totals ...	32,085	32,112	46.328

The total tonnage figure is a record for Singapore.

Shipping Services

Frequent passenger and cargo services are maintained by many shipowners to all parts of the world. Most of the important shipping lines maintain agencies in Singapore, and the Far East Freight Conference has a secretariat. Three ships were engaged in carrying pilgrims from the Federation of Malaya, Sumatra and elsewhere to Jeddah. Of local lines the Straits Steamship Company founded in 1890 owns with its associates sixty-three ships. Services to all neighbouring countries are operated by this company and by its many competitors. The Malayan Stevedoring and Transportation Company has since the war operated a fleet of lighters towed by tugs to the shallow draft ports of the Federation of Malaya. Four new shipowners operated services to Singapore for the first time in 1953. Shipowners and their agents participate in a number of local shipping conferences on matters of joint interest. One of the principal fruits of these conferences is the now well established system of through bills of lading which are of great convenience to merchants whose cargoes are transhipped between liner and coaster at Singapore.

CREWS

The local laws relating to seamen are basically the same as in other parts of the British Commonwealth but there are many modifications to suit the very mixed seafaring population of the Colony. There are approximately 6,000 Singapore seamen at sea at any one time. Crews are signed on and off the Articles of ships in the Shipping Office of the Marine Department. The Shipping Office is also responsible for ensuring that ships are sufficiently manned under the law with certificated officers and for various other matters incidental to the clearance of ships from port and the transit of seafarers. Thirty-six distressed British seamen were received during the year and repatriated or found employment. Twenty-eight Singapore seamen were returned to Singapore.

SHIPPING OFFICE				1952	1953
Articles opened	...	...	...	515	514
Seamen signed on:					
European	...	...	...	1,055	1,441
Asian	...	...	...	18,189	17,824
Seamen signed off:					
European	...	...	...	1,154	1,466
Asian	...	...	...	18,023	17,919

As Registrar of Seamen the Master Attendant maintains a specialized type of labour exchange for seafarers known as the Seamen's Registration Bureau. This was established in 1949 in an attempt to reduce the impositions to which seamen in port are subject. In this it has been largely successful though some improvements remain to be made.

SEAMEN'S REGISTRATION BUREAU					
			<i>Number on the Register excluding those untraceable on 31st December</i>		<i>Number found employment</i>
			1952	1953	1952 1953
Chinese	...	11,576	12,278	5,187	5,380
Malay	...	3,861	3,949	3,157	2,904
Others	...	977	994	300	229
Totals	...	16,414	17,221	8,644	8,513

Complete facilities for the examination of all grades of Merchant Navy officers for certificates of competency are maintained. Those certificates which have international validity are issued in the name of the Governor and there are arrangements with the Ministry of Transport and Civil Aviation in the United Kingdom for ensuring strict uniformity between Colony certificates and those issued elsewhere in the Commonwealth. Examinations for local certificates are set and marked by the Marine Department for deck grades and by the Marine Surveys Department for engine room grades.

EXAMINATION OF DECK AND ENGINEER OFFICERS

	<i>Examinations conducted</i>		<i>Certificates issued</i>	
	1952	1953	1952	1953
Internationally valid certificates:				
Foreign-going Masters and Mates	2	8	—	1
Engineers ...	51	38	7	4
Local certificates:				
Deck grades ...	766	877	262	412
Engine room grades ...	295	244	240	194

In addition 226 lifeboatmen were examined of whom 160 passed.

A Nautical School was established in 1952 under the Education Department. There had until then been no facilities for tuition in advanced subjects. Nine pupils obtained partial passes in the foreign-going deck and engineer examinations during the year.

The Singapore Mercantile Marine Fund Committee continued its charitable activities towards seafarers. During the year donations were made as follows:—

	\$	c.
Sailors' homes, charitable institutions and missions ...	113,208	51
Relief to aged seafarers and their dependants ...	119,249	42
Nautical School ...	34,620	25

There are two homes for seafarers and several other societies concerned with their welfare. The oldest was founded in 1882 by the bequest of a Singapore merchant. The first association of merchant navy officers was founded in 1880 and since then seven other unions of officers and seamen have been established.

The first Asian International Maritime Conference ever to be held met at Nuwara Eliya in Ceylon in October, 1953. Asian national states with maritime interests and European states with Asian maritime interests were represented at the Conference. In addition, the Colonies of Hong Kong and Singapore sent their own delegations. The Conference was primarily concerned with the problems of recruitment of Asian seafarers and their welfare and

formulated three resolutions for recommendation to the governing body of the International Labour Organization. Singapore was already well advanced in the matters recommended.

MARINE SAFETY

Ship Survey

The basis of loadline and safety requirements in the Colony lies in international conventions of 1929, 1930 and 1948. These have their local expression in an exceedingly complex set of rules. During 1953 the task of revising the local rules in conformity with the latest international convention has been completed. Ships on international voyages over 500 tons gross in Colony waters are thus surveyed and certificated to the same standards as in the world's leading maritime states. The principal advances in the recent new requirements are concerned with fire fighting on board, radio, the stability of vessels, the loading of certain kinds of cargo and the provision of life saving appliances and direction finding apparatus.

Apart from these world-wide requirements for larger ships there are two international agreements of more local validity: the Simla Rules of 1931 which apply to ships carrying unberthed passengers between Ceylon, Hong Kong, India, Indonesia and Singapore and a set of agreements with Thailand, Indonesia and Indo-China made in 1935 at the instance of the Straits Settlements Government applying to ships trading between those countries. A review of these local agreements is being made in view of the enhanced requirements of the international convention of 1948.

Surveys in the Colony are mainly undertaken by the Marine Surveys Department and vary in extent from an exhaustive and specialized inspection of the entire structure, machinery and equipment in drydock and afloat, to the examination of some minor component. From a small beginning in 1861 when a surveyor was appointed primarily for the tonnage measurement of ships the present department has grown in response to increasingly rigorous international safety requirements. There are now nine surveyors working under the direction of the Surveyor-General of Ships. In addition to survey work in the port the Department is also responsible for examining ships' engineers and engine drivers for certificates of competency, for the technical maintenance of all Government owned vessels and for supervising the construction and repair in Singapore of all vessels owned by the Governments of the Colony and of the Federation of Malaya.

SHIP SURVEYS AND INSPECTIONS, 1953

Passenger and Safety Certificates	...	...	...	56
Loadline Certificates	...	...	...	105
Certificates of Survey for Tonnage	...	...	...	78
Life saving appliances	...	...	...	129
Lights and sound signals	...	...	...	202
Radiotelegraphy Certificates	...	...	...	132
Minor surveys and inspections	...	...	...	800

Navigational Aids

The Master Attendant is generally responsible for navigational aids. The Horsburgh Lighthouse was built in 1850 at Pedra Branca, 36 miles east of Singapore and since then one lighthouse in the harbour and three more in the Main Straits have been established. The Director of Public Works is responsible for maintaining their structure and the Director of Telecommunications for maintaining the radio-telephone equipment by which they communicate with the Port Office. There are in addition forty-seven beacons of which fifteen are lit and twenty-five navigational buoys of which eleven are lit. Ten local Notices to Mariners, ninety-three shipping circulars and numerous wireless broadcasts notifying dangers were put out.

The Malayan Meteorological Service (see page 168) broadcasts twice daily weather forecasts for the South China Sea and Straits of Malacca and from October, 1953, prepared routine Fleet Synoptic Broadcasts which hitherto had been the responsibility of the Royal Navy. Ships in these areas, in accordance with the provisions of international conventions for safety of life at sea, make regular weather reports. During the year, 3,148 reports were received through the coast radio stations at Penang and Singapore. In December two ships were specially selected and equipped with meteorological instruments to make meteorological observations, to maintain weather logs and to report at fixed times by radio.

The Singapore coast radio station VPW is maintained by the Telecommunications Department (see page 173) for passing navigational and meteorological messages to ships, receiving distress signals and for handling private traffic. 34,000 messages were handled in 1953. The department maintains a marine radio-telephone service which caters for small vessels operating locally and will increase in scope as a result of the international convention of 1948 mentioned above. The Director of Telecommunications is also responsible for inspecting and licensing ships' radio stations.

During the year forty-two Ship Station Licences were issued and seven operators were examined and licensed. Under the international convention ships' wireless installations are examined regularly. From the coming into force in 1953 of the new safety standards additional inspection work has been required. During the year 160 certificates of international validity were issued in this respect by the Surveyor-General of Ships with the assistance of officers of the Telecommunications Department.

Pilotage is not compulsory in Singapore but is much used owing to the difficulties of berthing in a congested harbour with strong tides. The Singapore Pilot Association handled 8,236 ships this year.

Shipping Casualties

A total of sixty-one shipping casualties were reported under the Merchant Shipping Ordinance during the year. Most of these were trivial but five were sufficiently serious to justify the appointment of Courts of Investigation.

Further progress was made in the breaking up of ex-Japanese wrecks and in the salvaging of the *Empress of Asia*, *Sirdhana* and *Oscar II*. Preparations were well advanced by the close of the year to raise the tanker *Spirella* lying sunk between Pulau Sebarok and Pulau Bukom. The Master Attendant as Receiver of Wreck distributed a sum of \$42,736.67 in respect of goods which had come into his hands. During the year the Singapore Harbour Board's salvage tugs *Griper* and others went to the assistance of seven vessels in distress; each operation was successful. There were five fires in the port during the year which were subdued by Harbour Board and privately owned fire appliances before serious damage had been caused.

Cargo Inspection

The handling of dangerous and inflammable cargoes is regulated under a variety of laws and conforms generally to the practice in the United Kingdom. The administration of the law relating to the loading, discharging and transhipment of dangerous cargoes whilst afloat is the responsibility of the Marine Department. On land these goods are the concern of the City Fire Brigade and of the Harbour Board within its own premises. Technical assistance is rendered by the Department of Chemistry which in 1953 undertook the examination of over 400 ships and land tanks which had contained various types of petroleum to ascertain that they

were free of inflammable vapour and were otherwise safe prior to docking or repair. These examinations are normally carried out in the Outer Roads. Much laboratory work was done on checking the flash points of petroleum and testing explosives prior to import.

THE HARBOUR

Cargo handled in Singapore excluding oil in bulk at Pulo Bukom and Pulo Sebarok, in 1953 fell by 8 per cent compared with the previous year.

CARGO HANDLED IN 1953 (in 1,000 tons)

	<i>In ships over 75 net register tons</i>		<i>In ships under 75 net tons and in all native craft</i>		<i>Total</i>
	<i>Inward</i>	<i>Out- ward</i>	<i>Inward</i>	<i>Out- ward</i>	
At Harbour Board premises including Telok Ayer Basin ..	2,545	1,616	1	..	4,162
Outside Harbour Board's premises mainly by ships in the roads ..	1,765	661	391	206	3,023
At rural area landing places ..	..	..	33	10	43
Totals ..	4,310	2,277	425	216	7,228

Singapore Harbour Board's Undertaking

3,505 ships berthed alongside the Harbour Board's wharves and a total of 9,152 movements of vessels were carried out at the cargo wharves. Each of the Board's five berthing tugs attended an average of 1,081 vessels during the year in addition to performing numerous other operations at the repair berths and graving docks. These figures are most impressive in view of the comparatively modest length of the quays in service. They point to an economical use of the quays possibly unsurpassed in any of the major ports of the world and, at the same time, to a continuous pressure on existing facilities. The existing 2½ miles of wharves and jetties in the Board's premises are used for long sea voyage ships and for local coasters. A new section of berths for transshipment cargo was provided in 1952 adjoining the deep water berths.

Additional deep-water quays are to be built at East Lagoon. In its entirety, the scheme is planned to provide some 5,600 feet of ocean berths and will include the remodelling of 700 feet of existing quays now sufficient for 24-foot draft vessels together with 1,300 feet for coastal vessels.

THE SINGAPORE HARBOUR BOARD

INCOME AND EXPENDITURE ACCOUNT FOR THE YEAR ENDED 30TH JUNE, 1953

<i>Income</i>				\$
Traffic Department:				
Wharfage, wharf labour earnings, storage, water sales, tugs earnings, etc.	...	...	...	22,193,195
Dockyard Department:				
Dry docks earnings, repairs and painting of vessels and general repair work	...	...	...	20,633,481
Electrical Department:				
Electric light and power supplied	...	...	...	353,931
Rents of properties and sundry receipts	...	...	...	770,844
				<hr/>
				43,951,451
War Damage Commission receipts	...	...	...	1,529,144
War Adjustment Account	...	...	...	1,823
				<hr/>
				45,482,418
<i>Expenditure</i>				\$
Departmental wages and salaries, materials consumed, repairs and running costs and working expenses:				
Traffic Department	...	...	15,760,555	
Dockyard Department	...	...	12,941,402	
Electrical Department	...	...	176,174	
				<hr/>
				28,878,131
General Establishment: Wages and salaries and administration expenses, house property and general building repairs, police service and municipal assessment				6,815,459
Loan Interest and Sinking Fund charges	...	...	1,828,327	
Cost of partly restoring assets lost or damaged during the war	...	...	506,120	
				<hr/>
				38,028,037
Balance surplus before providing for renewals	...	...	7,454,381	
Balance brought forward from the last account	...	...	800,797	
				<hr/>
				8,255,178
Transfers to Reserves:				
General	...	...	2,000,000	
New Graving Dock	...	...	3,000,000	
Port Development	...	...	1,529,144	
Renewals	...	...	1,000,000	
				<hr/>
				7,529,144
Balance carried forward to the next account	...	...	726,034	
				<hr/>

To the existing 40½ acres of enclosed storage space an additional warehouse of 40,000 square feet has been added and work was begun on the rebuilding of another. To speed up the turn round of ships and the handling of shippers' cargoes the Board has pursued a policy of increasing mechanization in the handling of goods. During the year, twenty-four additional tracking trailers were put to use and twenty-nine other trailers were reconditioned. Other mechanical cargo handling equipment installed or reconditioned during the year includes one 8-ton mobile crane with a special long outreach jib, three heavy lift pneumatic tyred trailers, and five petrol-driven forklifts (see illustration opposite page 185). Many of the mechanical cargo handling aids are run by electric batteries. In 1953, a fourth battery charging shed was erected at West Wharf. This will provide for the additional forklift trucks received and together with existing equipment will give battery charging and truck servicing facilities for more than forty electrically propelled vehicles. The Board owns and operates a fuel oil distribution system with boiler and diesel oil connections at all ocean berths. This is linked with tank storage installations provided by three oil companies on land leased from the Board. In 1953, work was begun on the erection of a new bulking installation for coconut oil.

The labour employed by the Board in stevedoring and dock-side services amounts to approximately 4,000 engaged either directly or on contract. They are distributed among five trade unions.

Ships Bunkers and Stores

Coal bunkering has been carried on since 1869 by three firms which amalgamated their coaling interests in 1946 into a single agency. Coal is put aboard either by lighter from coal yards in Kallang Basin or from hoppers at the Singapore Harbour Board's wharves. A total of 14,413 tons was supplied this year to ships registered outside Malaya. The principal oil installation is at Pulau Bukom, an island some three miles outside the western entrance to Keppel Harbour. There is a smaller installation on the neighbouring island of Sebarok and ships are also bunkered from a tanker moored in the western anchorage, from small mobile tankers in the roads and from pipe lines on the Singapore Harbour Board's premises. During 1953 a total of 1,433,990 tons of oil fuel were supplied to ships registered outside Malaya compared with 1,291,639 tons supplied to all ships in 1952. Fresh water is supplied from pipes at the Harbour Board's wharves, and a modern fleet of water

boats operated by a local firm established in 1863 supplies water to ships berthed elsewhere. Two million tons of fresh water were supplied to shipping during 1953. A large number of firms are engaged in providing ships' stores and chandlery of all kinds. It is estimated that \$15.9 million worth of stores were supplied this year to ships registered outside Malaya compared with \$16.3 millions worth supplied to all ships in 1952.

Public and Private Quays

During the year, the Public Works Department continued with the routine maintenance of the quays in the City area outside the Board's limits. No dues are charged for the use of these quays and no cargo handling equipment is provided. The Singapore River and the inshore parts of the Inner Roads present a constant dredging problem. During the year, the Public Works Department removed a quarter of a million cubic yards of silt in addition to carrying out improvements to the various seawalls at a total cost of \$38,000. The department maintains a slipway and boatyard for the maintenance of its vessels. 2,459 lighters and similar vessels entirely in private ownership are operated in the Colony. The numerous firms of small ship and junk owners, lighterers and stevedores congregated in the neighbourhood of the quays continue to flourish with the traditional methods common in Eastern ports and form an extremely intricate but highly flexible commercial organization.

There are no port facilities worthy of the name in the rural area though there are a number of publicly and privately owned jetties used by small ships trading with Johore and neighbouring islands. Some hundreds of small vessels use these facilities and the loading and discharging of their cargoes, consisting of fish, vegetables, firewood, stone and other items of local merchandise provide employment for a section of the local population. During the year, the vessels using these numerous out-of-the-way landing places have been brought under control by nine combined Port Offices and Fishery Control Points established in the Straits of Johore.

Marine and Port Police

The policing of the islands and waters within the territorial limits of the Colony is undertaken by the Marine Division of the

Singapore Police Force. This Division is primarily responsible for enforcing the comprehensive laws relating to the Port. An additional and major responsibility is the control of the Johore Straits by means of patrols by Police boats and an elaborate searchlight system which illuminates the whole length of the Straits at night. The patrols working in conjunction with the Control Points mentioned above have, without seriously disturbing the minor coastal and fishing trade, prevented the movement by water of supplies to terrorists in South Johore. A large amount of cargo is transhipped each year between ships in the roads. Quite apart from the normal handling of inward and outward cargo the consequent handling of goods into and out of lighters presents many opportunities to petty thieves. Pilfering is, therefore, an ever-present danger. During the year sixty-two reports of thefts were made and fifteen convictions gained. For their work the Marine Police have forty powered sea-going launches and twenty-six small powered boats.

On land the prevention of crime is part of the normal duty of the Colony Police Force but in its premises the Singapore Harbour Board is authorized to enrol its own Police Force of 287 all ranks. The Harbour Board Police Force is a trained force and works in close collaboration with the Colony Police. Its special duties are to enforce the Board's by-laws and to prevent pilfering. It is also responsible in the same way as any other police force for the prevention of crime. During the year 255 reports were made of offences against property within the Board's premises. In the three years of the Harbour Board Police Force's existence the value of unrecovered property stolen in the Board's premises has fallen enormously to a mere \$3,800 in 1953 which is only a little over one millionth of the value of the goods handled.

A rigid quarantine control is enforced by the Port Health Office of the Medical Department in collaboration with the Customs, Immigration and Marine Departments. Ships from infected ports are specially segregated and a quarantine station capable of accommodating 1,600 passengers is maintained on St. John's Island three miles south of Singapore. This matter is further discussed on pages 107 and 108.

SHIP BUILDING AND REPAIR

The largest ship building and repair organization in the Colony is H.M. Dockyard at Seletar. It employs some 8,500 workers including those engaged on stevedoring and other wharfside work.

Singapore Harbour Board Dockyard

Of the civilian dockyards that at Keppel Harbour is by far the largest. It is one of two dockyards owned and operated by the Singapore Harbour Board. In their main business of ship repairing the Board's dockyards continued to be extremely busy during the year. World wide easing in demand for ship repair facilities, already affecting other ports, may result in some curtailment in the volume of work handled in Singapore, but improvements now in progress will enable the Board's dockyards to meet increased competition from other ship repair ports. The Board employs some 4,000 artisans and others in its dockyard.

During the year plans and specifications for a new medium size graving dock were completed. It is now being built in west Keppel Harbour Dockyard and will be named the Queen's Dock.

As part of the graving dock scheme, a new 600-foot fitting-out wharf was completed during the year and is in use. This wharf known as Chermin Wharf is a continuation of the line of the west side of the Queen's Dock entrance. It will be served by a 25-ton travelling dockside crane. The provision of improved crane facilities on the existing repair wharves at Keppel Harbour Dockyard has progressed. The Main Wharf has been strengthened to take a new 10-ton portal travelling crane which was erected in the early part of the year. Two further cranes will be installed.

Shipbuilding facilities previously located where the new dock is being built have been transferred to a new site to the west of Chermin Wharf in Keppel Harbour Dockyard. They have been re-designed to make possible the building of steel vessels up to 200 feet in length. The Board now maintains six slip and launching ways.

Other improvements to facilities and routine maintenance of existing facilities included the rebuilding of one section of the plate store, modernization of the forge shop, increase in brass foundry capacity and installation of an additional 100-ton press in the plating shop.

399 ships totalling approximately 1,030,000 gross tons were docked and 178 vessels were slipped during the year in the Board's dockyards and slipways. The greater volume of work done in the dockyards consisted of normal hull and machinery overhauls and repairs. Among other work the self-propelled buoy and piling pontoon *Badang* built for the Government of North Borneo was completed. A new diesel-engined work launch *Pelangi* was built.

The total quantity of electrical energy distributed over the Board's system during the year amounted to 10,096,600 units and exceeded the previous record by 7.2 per cent. During this period the whole of the Board's energy requirements was purchased from the Singapore City Council.

The Board's Electrical Department continued to be fully occupied and worked at full capacity. Improvements during the year included the conversion of overhead lines to underground cables at Tanjong Pagar Dockyard and the laying of new cables to various development sites. The lighting and power supply to Keppel Harbour foundry and blacksmiths shops were renovated and modernized. A new electrical workshop was erected at Keppel Harbour and the workshop at Tanjong Pagar was reconstructed.

Electrical repairs were undertaken and surveys made of numerous cargo vessels and tankers. An extensive electrical refit on a foreign naval vessel was also undertaken whilst major repairs to a 6,600 H.P.—2,300 volt main propulsion motor of a turbo-electric tanker were also successfully concluded. An extensive electrical overhaul was carried out on a large passenger vessel and this included the almost complete renewal of all cables for lighting, telephone and power, repairs or overhaul of all electrical machinery and the modernization of the wireless equipment and fitting of radar. Major electrical repairs were carried out to a Swedish vessel damaged by fire. The department installed, during the year, several supersonic echo sounders whilst 141 Gyro compasses and 32 marine radar equipments were serviced.

As part of a plan for the rehousing of the Board's employees work was begun on a new housing estate for artisans; the provision of 120 flats was the first stage.

Private Shipyards

Apart from the major shipbuilding and repair facilities at H.M. Dockyard and the Singapore Harbour Board's Dockyard and slips which cater primarily for the large ocean going vessels there are over twenty-three private firms engaged in shipbuilding and repair work. These firms undertake work on steel and wood vessels ranging from about 150 feet in length downwards to small launches. Most of the work carried out is routine slipping and repair after survey on local vessels trading with near neighbouring countries. A great deal of work is carried out by some of these firms on Government owned craft and over 500 dockings with their attendant hull and machinery repairs were carried out on Government vessels

during the year. Ship construction by the smaller firms included five hopper barges, five gravel barges, one motor tug for the Public Works Department, and numerous small and medium sized launches. It is estimated that the number of small vessels maintained and repaired on slipways totalled over one thousand. Apart from this a large number of native sailing craft and harbour craft were repaired on the beach.

CIVIL AVIATION

The geographical position of Singapore is no less favourable for airline operation than for shipping services. Air services on the major international routes are operated by the British Overseas Airways Corporation and Qantas Empire Airways between Europe, Australia and Indonesia and by Pan-American Airways between Singapore and the United States via the Philippines. Airlines based in Ceylon, Hongkong, India, Burma, Indonesia and Thailand maintained regular services to Singapore, whilst Malayan Airways Limited, a Singapore firm, maintained its accident free record with another successful year of operation.

The Department of Civil Aviation under the control of the Director-General of Civil Aviation, Malaya/Borneo Region, has its Regional Headquarters in Singapore. The Director-General, in addition to his duties towards the department in Singapore is responsible for the overall supervision and regional co-ordination of civil aviation in the Malaya/Borneo Region. Air legislation in the Malaya/Borneo Region is basically that of the United Kingdom, adapted and modified to suit local conditions. Landing fees at the Singapore Airport amounted to \$541,520 during 1953.

AIRCRAFT AND AIRCREWS

The registration of aircraft is undertaken by the licensing branch of the Department of Civil Aviation. The aircraft nationality markings allocated by the International Civil Aviation Organization to the Colony are the letters VR. These letters are followed by a hyphen and three identification letters, the first of which is 'S', denoting that the aircraft is registered in Singapore. At the end of 1953 the total number of aircraft registered in the Colony was 31.

In addition to the registration of aircraft the licensing branch is responsible for the issue and renewal of all air-crew licences. To assess the technical knowledge of applicants for the various

grades of air-crew licences examinations are conducted at regular intervals. Examinations for private pilots and for subjects covering air legislation for professional pilots are set and marked by the licensing branch. Examinations for professional pilots (including such subjects as navigation, flight planning, meteorology, instruments and navigational radio aids) are prepared and marked by the Ministry of Transport and Civil Aviation in London. Papers are forwarded to Singapore, where the examination is conducted by the licensing branch on dates that coincide with the examinations in the United Kingdom and in other centres overseas. In 1953, fifteen such examinations were held and in addition sixteen examinations for private pilots.

AIR-CREW LICENSING IN 1953

			<i>Initial Issues</i>	<i>Renewals</i>	<i>Total Registered</i>
Student Pilot's Licence	..	..	24	1	24
Private Pilot's Licence	..	..	11	9	11
Private Pilot's "A" Licence	..	..	17	..	17
Commercial Pilot's Licence	..	..	5	21	5
Malayan "B" Licence	..	..	2	17	2
Senior Commercial Pilot's Licence	..	..	..	4	..
Airline Transport Pilot's Licence	..	..	3	52	3
Flight Navigator's Licence	..	..	1	2	1
General Flight Radiotelephony Operator's Licence	..	..	43	..	43
Restricted Flight Radiotelephony Operators' Licence	..	..	1	..	1
Certificate of Registration	..	..	3	..	3

AERODROMES

One civil aerodrome and four military aerodromes are situated on Singapore Island itself and there is a joint civil and military aerodrome in the Cocos Islands.

Kallang Airport

Kallang Airport, the International Airport for Singapore, is two miles from the centre of the City. During the period under review the Control Tower at Kallang maintained a full twenty-four-hour watch. Air traffic control was operated in accordance with the provisions of the Colonial Air Navigation Order and with the standards and practices recommended by the I.C.A.O. Minor modifications were made to the runway lighting for the sake of increased efficiency in night operations.

AIRPORT PASSENGER AND FREIGHT STATISTICS, 1953

<i>Aircraft</i>					
Arrivals	...	...	...	...	5,689
Departures	...	...	...	...	5,693
<i>Passengers</i>					
Arrivals	...	...	...	...	62,391
Departures	...	...	...	...	61,565
<i>Freight</i>					<i>Tons</i>
Arrivals	...	...	...	...	871
Departures	...	...	...	...	3,123
<i>Mail</i>					
Arrivals	...	...	...	...	381
Departures	...	...	...	...	401

New Airport at Paya Lebar

Construction of the new international Airport by the Public Works Department proceeded according to schedule. Over 2 million cubic yards of earth have been shifted, 50,000 coconut trees felled, a quarry opened up on Pulau Ubin, two 1,700-foot long culverts have been completed and the laying of the 22-inch thick pavements of the runway and taxi-strips has been begun. Expenditure to the end of 1953 was \$8½ millions of which \$5 millions was spent in the year. The total estimated cost of the project is over \$37 millions which will be met in part by a Colonial Development and Welfare grant of \$10 millions and a possible further grant of about \$4 millions. The entire labour force is locally domiciled and consists of 600 men. Of these, 220 were engaged in the operation and maintenance of the heavy machinery employed in the construction of this modern airfield, where almost complete mechanization has been adopted.

The efficient functioning of a large international airport demands the closest co-operation between a number of independently managed although mutually supporting government and commercial interests. There was therefore set up in the early part of the year a committee representing both official and unofficial interests. This committee made important recommendations on policy and practical matters and will continue in existence until the Airport is operating.

It is expected that the main runway of 8,000 feet which is designed to take the largest aircraft, together with taxi-tracks and normal aerodrome facilities will be available for use on the 1st June, 1955. It is unlikely, however, that the main terminal building now being planned will be completed by that date. The total area

available for hangar and workshop facilities will actually be greater than that now provided at Kallang; passenger handling facilities will be at least as good, and it is confidently expected that all traffic offering before the main terminal building is completed will be comfortably handled with the interim facilities planned.

AIR SAFETY

Regional Air Traffic Control Centre

The Singapore Regional Air Traffic Control Centre at Kallang Airport operates 24 hours a day and is responsible for the safe and expeditious flow of all traffic flying within the confines of its Flight Information Region of 750,000 square miles.

Because of the increased intensity of military air operations and the concentration of Royal Air Force airfields on Singapore Island, plans are now being perfected for an airways system consisting of a beacon equipped air corridor along the west coast of Malaya, associated with a joint Civil Aviation/Royal Air Force Regional Air Traffic Control Centre. The existing centre is not large enough to accommodate the increased staff and essential equipment and the joint centre will be housed in a temporary building at Kallang pending the transfer of the airport to Paya Lebar. This building was completed in December, 1953 and planning for the joint operation of the new Centre is nearly completed.

Communications and Weather Services

Meteorological information is supplied by the Malayan Meteorological Service (see overleaf) which maintains a forecast office at Kallang Airport. Weather information is obtained from meteorological stations covering an area extending from Japan to Aden and from South Korea to Central Australia. Weather reports and forecasts are supplied in accordance with international procedures to aircraft operating on routes within or passing through the Flight Information Region. A continuous watch is maintained on weather conditions on all routes in this region and broadcasts of meteorological information to aircraft are maintained at half hourly intervals throughout the hours of daylight.

The radio facilities for this and for other Radio Telegraph and Telephone communications to aircraft in flight are provided by the Department of Telecommunications (see page 173). In addition that department maintains Radio Beacon Navigational Aids including distance measuring and direction finding facilities as well as radio telegraph (morse or teleprinter) circuits to India, Burma,

Thailand, Indo-China, the Philippines, Borneo, Australia, Indonesia and Ceylon for air traffic control and airline operators' purposes. These circuits handled some 192,000 messages in 1953. A meeting of the International Civil Aviation Organization South-East Asia Aeronautical Fixed Telecommunications Network Coordinating Committee was held in Singapore in August, 1953. It was attended by delegates from neighbouring countries and from the United Kingdom and the U.S.A. Ways and means of dealing with the technical and traffic problems of air radio services in South-East Asia were discussed. The meeting was successful and bore its first fruits for Singapore in the conversion of the Singapore-Sydney and Singapore-Bangkok air-radio links to radio teleprinter operation on 1st November.

Survey of Aircraft

The Surveyor-in-Charge, Air Registration Board, Singapore, performs functions similar to those which the Ministry of Civil Aviation has delegated to the Board in England and is responsible amongst other things for the inspection of aircraft for airworthiness. The volume of work is such that a second surveyor was appointed on the 5th March, 1953 to assist the Surveyor-in-Charge.

During the period under review some of the major duties undertaken by the Board were as follows:—

Inspection of aircraft prior to renewal of Certificates of Airworthiness	...	...	...	41
Inspection of aircraft prior to extension of Certificates of Airworthiness	...	...	...	19
Issue of Certificates of Airworthiness	...	...	...	8
Issue and renewal of Aircraft Maintenance Engineers Licences	...	...	...	83

METEOROLOGICAL SERVICES

The Malayan Meteorological Service is financed jointly by the Governments of the Colony and of the Federation and has its headquarters in Singapore. It maintains eleven first order meteorological stations in Malaya, and a forecast office in Singapore; there is in addition a meteorological station maintained by the Phosphate Commission on Christmas Island. The Department of Telecommunications provides radio collection and broadcast services for the interchange of weather information with other meteorological services in South-East Asia and Australia. See also pages 155, 167 and 227.

RAILWAYS

The Singapore Railway was constructed by the Colony Government in 1903 from Woodlands to Tank Road and was later extended to Tanjong Pagar and Pasir Panjang. This railway was merged with the Federated Malay States Railway in 1913 and has been operated since then on a Pan-Malayan basis with its headquarters at Kuala Lumpur. The organization is now called the Malayan Railway. A wagon ferry service operated across the Straits of Johore until 1923 when the present road and rail causeway was constructed. The main line in Singapore is just under 16 miles in length. The terminal railway station has large goods yards, marshalling yards and other facilities and is situated near the Singapore Harbour Board's premises with which it is connected by branch lines. These are some 9 miles in length.

RAILWAY TRAFFIC

	1951	1952	1953
Passengers entraining in Singapore for the Federation:			
1st Class	3,896	4,322	10,040
2nd Class	30,160	28,637	59,181
3rd Class	65,446	75,114	100,266
Goods from Singapore to Federation (<i>tons</i>)	234,201	218,292	188,210
Goods received in Singapore (<i>tons</i>) ...	213,268	172,059	210,981

ROADS AND VEHICLES

As in other countries road haulage is becoming increasingly popular at the expense of the railways. Singapore roads connect the harbour with the road system in the Federation and provide for the distribution of passengers and cargo direct to many areas not served by the railway. The main road out of Singapore, Bukit Timah Road, is being progressively widened and a bypass from it to the dock area is under construction. Within Singapore the roads for local distribution are numerous and good; the problem is traffic congestion. Extensive road widening and building schemes are planned.

ROADS

The City Engineer maintains about 175 miles of roads in the city area together with their bridges, drains, trees and street lighting. Road widening and surfacing were carried on over 7½ miles

of road and many private roads were made up. A short extension of Alexandra Road now named Ganges Avenue to a Singapore Improvement Trust housing estate was completed, a bridge was constructed at Jalan Alsagoff and work on two further bridges was begun. The total cost of these undertakings was approximately \$100,000. Outside the city area the Public Works Department maintains some 131 miles of roads with their bridges and accessories. Widening and resurfacing over $8\frac{1}{2}$ miles of existing roads was undertaken, Dunearn Road was extended by half a mile and a further $2\frac{1}{2}$ miles of the second carriageway on Bukit Timah Road was partly completed. Construction of Changi Coast Road was completed over a length of half a mile. Expenditure on maintenance, improvement and construction of roads in the rural areas in 1953 was \$1,053,675. There are many miles of private roads not included in the above figures and they are in some cases very well maintained. Both the City Council and the Public Works Department maintain granite quarries from which a total of 104,750 cubic yards was extracted in 1953.

VEHICLES

Motor and other vehicles are required under the Road Traffic Ordinance to be registered in the City Council Registry of Vehicles. Fees for initial registration and annual licensing are paid to City Council revenues except for a sum which is contributed to the Rural Board to offset their road maintenance commitment.

VEHICLE REGISTRATION AND LICENSING, 1953

			<i>Vehicles newly registered in 1953</i>	<i>Total vehicles registered on 31-12-53</i>	<i>No. of Licences issued (half-yearly average)</i>
Buses and other commercial passenger vehicles	..	..	228	2,506	2,142
Goods vehicles	..	..	689	9,390	8,503
Private cars	..	..	4,660	31,609	23,834
Motor cycles	..	..	676	6,970	4,396
Trishaws	..	..	—	4,559	9,787
Tricycles	..	..	—	7,000	6,883
Bicycles	..	..	16,074	163,072	8,037
Others	..	..	—	2,259	1,038

The total revenue collected was \$8,842,787. The cost of collection was \$770,648 but this figure includes the cost of an inspectorate which checks and prosecutes traffic offences and examines all vehicles for their roadworthiness in addition to its work of preventing the evasion of licensing.

At the beginning of the year there were 655 omnibuses and 50 trolley buses on the roads, with a combined seating and standing capacity of 30,657. By the end of the year these figures had increased to 746 omnibuses and 50 trolley buses with a combined capacity of 34,404 sitting and standing. These vehicles are operated by one public and thirteen private bus companies. The increase in vehicles is not enough to cope with the increased demand and overcrowding continues at rush hours. New buses being registered have more seats than the old ones which they are replacing. A proposal to operate double-decker buses was given a trial but its reception by the public was disappointing.

By-laws were passed in 1953 by the City Council requiring all taxis to have taxi-meters. The number of taxis in Singapore is 1,610. By 31st December, 259 taxis had been fitted with taximeters while others were on order; on the expiry of current licences no taxis will be re-licensed unless so fitted. The number of registered trishas continued to decrease in accordance with the policy of the Council. In 1948 the number was 9,041. By the end of 1953 the total was 4,538.

The internal transport of Singapore is entirely dependent on road vehicles and as would be expected there is a large motor repair industry. Over 5,000 mechanics and other workmen are employed in the numerous garages of the Colony. The Government uses 770 vehicles of all kinds maintained either in the central workshops of the Public Works Department or in the Police vehicle workshops. The City Council has a further 395 vehicles serviced from the City Engineer's transport centre and workshop.

TRAFFIC CONTROL

Most strenuous efforts were made in 1953 to curb bad driving and to regulate the ever increasing volume of traffic on the congested roads of the city. A road safety exhibition was organized and well attended in connection with a road safety week. Schools and Safety First organizations gave wholehearted assistance. The publicity campaign appears to have made the driving public more traffic conscious and may account for the larger number of traffic

accidents reported in 1953 than formerly. It is in law obligatory for a driver to report any accident involving injury or damage however slight and this results in many accidents being reported which are not usually recorded by the Police in other countries. There is on the average one vehicle to every five persons in the Colony. There are only 306 miles of road. Despite an increase in the population and in the number of vehicles on the road as compared with previous years there have been less casualties.

TRAFFIC ACCIDENTS

		1951	1952	1953
Vehicles* registered:				
mechanically propelled	...	38,381	45,622	50,475
non-mechanically propelled	...	140,576	161,470	176,890
Traffic accidents reported	...	10,254	13,348	16,359
Persons injured	...	3,041	3,112	3,036
Persons killed	...	158	147	133

* Excluding vehicles of H.M. Forces.

The control of traffic is the duty of the Traffic Branch of the Police Force. Twenty-three Police officers and 263 other ranks are permanently employed. In addition divisional police and the special constabulary are used on traffic control duties as the occasion demands. The provision of traffic control works is the responsibility of the City Engineer in the City area and of the Rural Board outside.

Automatic traffic lights were provided at fifty-one road junctions by the end of 1953; roundabouts, road dividers and other traffic regulating devices were increased in number throughout the built up area. A comprehensive one-way traffic system affecting vehicles moving eastwards and westwards was introduced in February. It has resulted in a more even flow of traffic between the suburbs and the business centre and was coupled with the clearance of street hawkers from certain subsidiary roads.

Driving Licences

The number of applicants for provisional driving licences increased and at the end of the year there was a long waiting list of applicants for testing, but car owners and applicants who had urgent need for driving licences were given priority. In Singapore many applicants for driving licences neither own nor expect to own vehicles but regard the acquisition of a driving licence as a social accomplishment or as an insurance against unemployment.

DRIVING LICENCES

		1952	1953
Tests for new applicants	... ..	21,767	25,969
Licences issued	... ..	17,180	20,019
Licences renewed	... ..	47,236	61,425
Provisional Licences issued	... ..	30,065	33,329
Provisional Licences renewed	... ..	51,723	60,943
Duplicate Licences issued	... ..	2,154	2,569
Failures in driving tests	... ..	6,100	8,505
Licences endorsed	... ..	81	63
Revenue	... ..	\$407,059	\$485,212

The revenue gained from driving licences covers about 45 per cent of the cost of the salaries of the Traffic Police.

TELECOMMUNICATIONS

Singapore possesses an extensive telephone system for internal communication, and the geographical position of the island makes it a focal point for international radio and submarine cable links.

The Telecommunications Department is organized on a Pan-Malayan basis with a headquarters in Kuala Lumpur. The Director for Singapore has a staff of about 550 and collected revenue amounting to some \$3 millions to offset an expenditure of \$6 millions in the Colony. Of this \$6 millions approximately \$3.5 millions was in respect of special expenditure of a capital nature.

TELEPHONES

The local telephone service in Singapore has been operated by the Oriental Telephone & Electric Co., Ltd., under licence from the Singapore Government since 1881. In 1951 the Government notified the company that it would exercise its option under the terms of the licence to take over the undertaking at the end of 1954. Under the Singapore Telephone Board Ordinance enacted in 1953 the system will be taken over by a public corporation known as the Singapore Telephone Board.

The system is automatic throughout and comprises a main exchange in the centre of the city and six smaller 'satellite' exchanges. The number of lines in service at the end of 1953 was nearly 19,000 with approximately 13,000 further extensions through which the daily average number of calls reached 420,000. The system is growing rapidly and over 2,500 new lines were connected during 1953. Extensive additions are contemplated.

Trunk telephone circuits between Singapore and the Federation of Malaya are provided by the Telecommunications Department. The trunk circuits are carried partly by land line and partly by radio. About one million trunk calls were passed between Singapore and the Federation in 1953. During the year a V.H.F. radio trunk system providing forty-eight new circuits was brought into operation. The department also operates international radio-telephone services to the United Kingdom (and via United Kingdom to most countries in Europe), Australia, Hongkong, Indonesia and Borneo. During the year 11,600 calls were passed.

TELEGRAPHS

Public telegraph services between Singapore and the Federation are also operated by the department. Teleprinter operation is exclusively employed and in 1953 about 760,000 telegrams were passed. A rented teleprinter service is available for business houses and press offices.

The overseas telegraph traffic of Singapore is carried by Cable and Wireless Limited. Direct cable circuits are worked from Singapore to the United Kingdom, India, Australia, South Africa, Hongkong, the Philippines, Indonesia and Borneo and these are supplemented by automatic high speed wireless links so that 24-hour communication is always available. The approximate number of overseas messages handled by Cable and Wireless Limited to and from Singapore in 1953 was 712,000 (outward) and 649,000 (inward).

In addition, Singapore supplies relay or transit facilities for a similar quantity of telegraph traffic between other points of the world wide Cable and Wireless system. Radiofacsimile (picture) circuits are available between Singapore, United Kingdom, U.S.A., Australia, Hongkong and Japan.

In Singapore a new cable depôt and factory was brought into use in 1953 to replace the old installation in Keppel Harbour which had been working since the beginning of the century. Here, cable is manufactured for stock and to supply the needs of the two cable ships *Stanley Angwin* and *Retriever* which are based on the Singapore Depôt. The factory is capable of sheathing some 5,000 nautical miles of cable per annum. H.M. Telegraph ship *Monarch* arrived at the end of 1953 to carry out extensive renewals in the area with the assistance of the two ships already in the Colony.

RADIO

In addition to the radio telephone and radio telegraph facilities mentioned above the Department of Telecommunications provides specialized services for ships and aircraft. These are described on pages 155 and 167. During the year the telecommunications transmitting station at Jurong was rehabilitated by the Public Works Department at a cost of \$109,000.

POSTAL SERVICES

The Post Office in Singapore caters for the mail of a mixed population of locally resident Malays, Chinese, Indians, Pakistanis and Europeans as well as small numbers of others all using their own scripts. In addition Singapore has become an important postal distribution centre for other countries as it is well served by rapid and frequent air and sea services. The bulk of surface and air mails to and from the Federation of Malaya, Brunei, Sarawak and British North Borneo are handled at Singapore, which acts also as a mail distribution centre for Thailand, Indonesia, the Philippines and to some extent for more distant territories in the Far East. The Postal Services Department in the Colony is under the local control of a Director of Posts and forms part of a Pan-Malayan postal organization with headquarters in the Federation of Malaya.

On the basis of periodical statistics it is estimated that more than 82 million items of all classes of correspondence, including parcels, were dealt with in 1953, compared with 76 million items in 1952. A total of 274,735 items bearing incorrect or insufficient addresses were found to require special treatment. The upward trend in the amount of traffic handled was particularly noticeable in the parcel section where 827,278 parcels were dealt with. This is 12.5 per cent more than the number handled in the previous year. There was no increase in the number of registered items handled. The number of insured articles received and despatched during the year showed an increase of 5.4 per cent.

At the end of 1953 full postal facilities for mail, money order, savings bank and other classes of business were afforded at twenty-five Post Offices in the Colony including the Head Post Office at Fullerton Building and the Post Office at Christmas Island. Every effort is being made to make postal facilities readily available to the public and new Post Offices were opened at Dempsey Road (for 'Forces' mails) and at Bukit Timah. The new Post Office at

Bukit Timah built by the Public Works Department is the first specially designed for the purpose since 1940 and is of most pleasing and modern appearance. Work continued on the conversion of a building at Joo Chiat Road in preparation for the opening of a new Post Office early in 1954. A beginning was also made on preliminary studies of the postal requirements at the new Paya Lebar Airport (see page 166) and in the new 'Queenstown' area (see page 83).

Restricted postal facilities were provided at seven Postal Agencies including that at Cocos Island. In addition, a number of Stamp Vendors Licences were issued during the year. 149 posting boxes were in use at the end of the year. During 1953 a general revision of the organization for the maintenance of departmental vehicles was undertaken. Ten new vehicles were added to the fleet, bringing the total at the end of the year to 27 mail vans, 2 motor cycles and 135 bicycles.

Special 10-cent stamps to commemorate the Coronation of Queen Elizabeth II were placed on sale in Singapore on Coronation Day, 2nd June, 1953. Similar Coronation stamps issued in the States and Settlements of the Federation of Malaya were also placed on sale in Singapore Post Offices on 2nd June. The demand for the Coronation stamps was unprecedented and in spite of the special arrangements made large crowds assembled outside the General Post Office throughout the morning on the first day of issue. It is estimated that nearly 100,000 first-day covers were handled at the General Post Office on that day.

Throughout the year efforts were made to improve the accommodation provided in the General Post Office. More efficient lighting was installed and the ventilation plant was overhauled. A mail-bag cleaning plant ordered from the United Kingdom arrived during December. The Post Office Training School continued to operate in a limited form during the year for the training of newly recruited staff. Efforts are being made to continue and extend the training facilities offered. Various schemes designed to draw the attention of the public to the need for the correct addressing and stamping of letters were introduced and developed. Singapore and the neighbouring islets are divided into twenty-eight Postal Districts fully explained and illustrated in booklets obtainable from the Postal Services Department and frequently advertised locally in cinemas and by poster. Post Office Savings Bank transactions are described on page 56.

FOREIGN MAILS

During 1953 existing air mail schedules were maintained and several new services were introduced resulting in an increase in the frequency of despatches to foreign destinations. Over five hundred separate despatches of air mail are made each week to Post Offices in other territories. The delivery of air mail correspondence addressed to Holland, the Middle East, India and Thailand was accelerated by the use of additional air services, and extra air mail services were introduced during the year to Saigon, Manila, Biak, Hongkong and the Cocos Islands. In addition to the normal fortnightly flight by Qantas Empire Airways to the Cocos Islands occasional despatches were forwarded by aircraft of the Royal Air Force. The extension of the hours in the main sorting office at the General Post Office to include all night working was an important step in a programme designed to accelerate the handling of air mail correspondence. Almost all the air mail despatches to the Middle East, Europe and the United Kingdom were lost in the crash of a *Comet* aircraft near Calcutta on the 2nd May, 1953. Some mail was salvaged and delivered, or where the address could not be deciphered, the items were returned to the senders. This was the only loss in a very fine air service between London and Singapore. *Constellation* aircraft operated on the Sydney-Singapore-London route jointly by the British Overseas Airways Corporation and Qantas Empire Airways allowed the provision of a first class air mail service to all parts of the world.

A revision of air mail rates, resulting in slightly higher postage rates to most foreign destinations, was unavoidable owing to an increase in the rates for conveyance of mails paid to air carriers.

In spite of the continued increase of air mail facilities and the widespread public use of air mail services for all classes of correspondence, there was no reduction in the amount of traffic carried by sea, rail and road. A great deal of printed matter, particularly newspapers, is posted at Singapore. The re-organization of the main sorting office resulted in a quicker handling of the 49,718 bags of surface mail made up during the year.



Press, Information, Broadcasting, Films

THE PRESS AND INFORMATION SERVICES

NEWSPAPERS

AS AN international news centre Singapore has the advantage of a large well-established and well-staffed local press, good air communication throughout South-East Asia, a high standard of cable services and facilities for sending photographs by radio. This enables correspondents to cover the news of South-East Asia. As a diplomatic and strategic centre for British policy in South-East Asia Singapore has the offices of the Commissioner-General for South-East Asia, the headquarters of the three armed services and many foreign Consular posts. It is a stopping place for people of news importance from every part of the world.

The following agencies have permanent representatives in Singapore: Reuters, Australian Associated Press, United Press, Agence France Presse, and the Central News Agency of China. Among the papers with regular representatives have been the *Times*, the *Manchester Guardian*, the *Daily Telegraph*, the *Observer*, the *Christian Science Monitor* and *Time-Life*. There were many visiting journalists during the year particularly from the U.S.A.

Singapore produced newspapers form the greater part of the newspapers read in the Federation of Malaya. There are also 190 journals and magazines in all languages. The law of the Colony requires printers and publishers to make a declaration before the Registrar of the Supreme Court concerning the commencement and cessation of publication of every newspaper and to supply three copies of each issue for official archives.

NEWSPAPERS PUBLISHED IN 1953

English :

Morning—*Straits Times, Singapore Standard, Indian Daily Mail.*

Afternoon—*Singapore Free Press.*

Sunday—*Sunday Standard, Sunday Times.*

Chinese :

Morning (including Sundays)—*Nanyang Siang Pau, Sin Chew Jit Poh, Chung Shing Jit Pao.*

Afternoon—*Nanfang Evening Post.*

Malay :

Morning—*Utusan Melayu.*

Sunday—*Utusan Zaman, Mingguan Melayu.*

Tamil :

Evening—*Tamil Murasu, Malaya Nanban.*

Malayalam :

Evening—*Kerala Bandhu, Videsha Malayali.*

The largest of the above papers has a daily circulation of over 80,000.

PUBLIC RELATIONS

News of Government activities is given largely through press conferences held by Government officials and by means of written statements distributed to newspapers through the Public Relations Department. The department's press section issued 1,658 statements in 1953 and a large number of press photographs. Close personal relations were maintained with agency and overseas press representatives as well as with local newspapers. Information sent out in this way is accessible as far as the newspapers reach. Many small crowds in the Chinese parts of the city and in the villages listen every evening to professional story tellers who include readings from the daily papers in their performances. The department also issues official news and information to Radio Malaya and enlists the co-operation of the Department of Broadcasting and of Rediffusion Ltd. on publicity campaigns. During the year the department took over the responsibility for the supervision and maintenance of 175 community listening sets installed by the Government in suburban and rural areas.

The department's publicity section designs, produces and distributes posters, booklets, leaflets, cinema slides, hoardings, news-sheets and programmes. Over 800,000 items were issued in the year.

The greatest activity was in the preparation and distribution of Coronation material. A monthly calendar is produced in four languages with illustrations of some aspect of government or voluntary activity: a photo news-sheet of Singapore news-items is produced monthly: fortnightly news-sheets are produced in Chinese and Tamil and a monthly news-sheet in Malay. A booklet on the economic picture of Malaya and a *Business Man's Guide to Malaya* were produced in connection with the Malaya Stall at the British Industries Fair. A fortnightly news digest is prepared and issued overseas. The greater part of the material is printed by the Government Printer. A Malayan Film Unit is run jointly with the Government of the Federation of Malaya.

The Government reaches more remote audiences in Singapore with travelling public address and film teams which have adopted a technique of dramatised announcements taking bystanders into their activities (see illustration opposite page 208). The teams visit rural areas and surrounding islets regularly. Announcements are made in four languages.

The department's exhibition section is responsible for the planning and production of exhibitions and the maintenance of 53 photo boxes throughout the island. A special exhibition of posters from many parts of the Commonwealth was organised during the ten days of Coronation Celebrations. 12,000 people attended. 16,000 attended the Safety First exhibition organized in collaboration with the Singapore Safety First Council. 13,000 attended the World Health Day exhibition. Nearly 7,000 attended the United Nations Day Exhibition at the opening of which Mr. Richard Nixon, Vice-President of the U.S.A., spoke. Tourist publicity was developed and material prepared on travel formalities in conjunction with the Asia and Far East Tourist Council.

In the reverse direction the department supplies daily and weekly press digests to Government offices, Commonwealth Representatives and Consular bodies. Its translation section monitors all vernacular newspapers, operates a press cutting service and provides special press translations on request. In conjunction with the Chinese Secretariat it produces a twice-weekly digest of non-daily papers.

GOVERNMENT PRINTING

The Government Printing Office which printed this book produces all official printed matter and controls Government stationery.

Its factory is equipped with modern machinery and uses letterpress (flat bed and rotary), photo-lithography and intaglio methods.

A modification of the British Master Printers' Federation costing system is used to cost all processes. Certain publications deemed to be of wide interest are sold on a wholesale basis to booksellers throughout the world. A trade discount is allowed in such transactions.

BROADCASTING

Broadcasting in Singapore began in 1922, when amateurs were broadcasting from two experimental stations at the same time as the British Broadcasting Company was putting out its first regular transmissions in England. Commercial radio began in 1936 with the British Malayan Broadcasting Corporation and in 1940 the Government of the Straits Settlements set up the Malaya Broadcasting Corporation.

On the 1st April, 1946 the Department of Broadcasting was established jointly by the Governments of Singapore and of the Federation of Malaya and was charged with (i) providing a full and regular news service, (ii) focussing listeners' loyalty and interest upon Malaya, (iii) encouraging responsible discussion on matters of public interest, (iv) stimulating interest in the work of Government, (v) raising cultural standards, (vi) broadcasting to schools and (vii) providing entertainment. In order to carry out these duties 'Radio Malaya' is organized in five divisions. There are studios, offices and transmitting stations at Kuala Lumpur, Penang and Malacca as well as at Singapore, the headquarters. The Singapore station not only serves Singapore with three medium-wave transmitters but also serves by three short-wave transmitters all those parts of the Federation which are out of reach of the medium-wave transmitters at Kuala Lumpur, Penang and Malacca.

Radio Malaya broadcasts in English, Malay, Tamil and seven Chinese dialects. The number of hours broadcast per week at the end of 1953 was about 240 which is only a few hours less than the total broadcasting hours carried by the Home, Light and Third Programmes of the British Broadcasting Corporation. This includes news and school broadcasts. These latter consist of four separate and quite distinct services in English, Chinese, Malay and Tamil: Radio Malaya's school broadcasting service is amongst the largest in the British Commonwealth (see page 94).

WIRELESS LICENCES

A remarkable increase in the number of wireless licence holders in 1953 was due to a vigorous campaign against unlicensed listeners

undertaken during the month of May. In this month a record number of 6,849 licences was issued in Singapore, compared with an average monthly issue of 2,795 in 1952. About one person in 25 had listening sets at the end of 1953.

BROADCAST LISTENING STATION LICENCES

<i>Year</i>			<i>No. of Current Licences</i>
1950	...	...	27,623
1951	...	...	30,233
1952	...	...	33,752
1953	...	...	42,470

PROGRAMMES

Of the three simultaneous programmes broadcast by Radio Malaya the Blue is devoted almost entirely to English, the Red to Malay, Tamil and Chinese and a little English, and the Green to Chinese. Radio Malaya is on the air almost continuously from 6-30 a.m. until 11-00 p.m. and is the most comprehensive broadcasting system in South-East Asia.

1953 has seen a great deal of co-operation between the British Broadcasting Corporation and Radio Malaya. Four members of the programme division of the department went to the B.B.C. for courses and others paid extended but less formal visits to B.B.C. studios and various departments. A twice-weekly broadcast by the B.B.C. in Malay has continued to be relayed by Radio Malaya, and for the first time there have been frequent relays of broadcasts in Tamil. The B.B.C. transcription service in English has provided Radio Malaya with recordings of many excellent broadcasts of the year in variety, drama, music, features and talks—from the Edinburgh Festival to *Take It From Here*. *University of the Air* is Radio Malaya's 'Third Programme' and is also taken largely from the B.B.C.

There has been a valuable increase in the amount of material received from the Australian Broadcasting Commission, principally of recordings made by Malayan students in Australia and material on sporting events in Australia.

On 2nd June, 1953 a high proportion of the citizens of Singapore were listening to the Coronation of Her Majesty, Queen Elizabeth II, through the broadcasts of Radio Malaya or the loud-speakers of Rediffusion. Supplementing the B.B.C.'s commentaries by means of a radio-telephone link were commentaries in English, Mandarin and Malay by members of the staff of Radio Malaya who were in

London at the time. Many other programmes connected with the Coronation were relayed from the B.B.C., or were broadcast from recordings specially made in the United Kingdom by Radio Malaya staff. Among other outstanding broadcasts of the year have been interviews with Vice-President Nixon of the U.S.A., Mr. Adlai Stevenson and Sir Edmund Hillary during their visits to Malaya; a lecture delivered by Dr. Julian Huxley at the University of Malaya; commentaries on the London/New Zealand air race relayed direct from the Cocos Islands; and a forum in which candidates for the City Council Elections answered questions from listeners and were heckled by a lively audience. Produced in Kuala Lumpur but broadcast also by Singapore was an excellent series of discussions between members of each of the four races of Malaya on controversial political and social questions. This series was called *Post-Box for Ideas*.

ANALYSIS OF BROADCASTING HOURS IN AN AVERAGE MONTH, 1953

		English	Chinese	Malay	Tamil	All Sec- tions	Per- centage
Classical and traditional music	..	25	102	23	37	187	18
Popular music	..	187	89	68	56	400	39
Variety, stories and drama (including quizzes)	..	25	60	8	8	101	10
Children's session (including programmes for youth in general)	..	8	2	..	..	10	1
Talks and features (including news-talks, discussions, forums, language lessons, etc.)	..	35	17	13	12	77	7
Religion	..	7	2	4	..	13	1
News (excluding newstalks)	..	25	75	17	17	134	13
Sport	..	9	1	1	1	12	1
Schools broadcasts	..	45	23	18	11	97	9
Miscellaneous	..	2	..	..	4	6	1
Totals	..	368	371	152	146	1,037	100

Forum of the Air, after a rest of about two years, made a welcome return; half the panel or more were usually Asian. Variety shows, such as *Take a Bow*, *That's my Business*, *Guess What?*, *Happy Go Lucky* and *Can You Beat Us?* were broadcast from the auditorium of Broadcasting House. Broadcasts of classical music and drama are mentioned at pages 216 and 218.

As in previous years, full publicity has been given in co-operation with the Public Relations Department to every aspect of Singapore's development and to such campaigns as those for the registration of electors and the recruitment of nurses. There has been no serious problem in carrying this out satisfactorily in English, Malay and Tamil, but in Chinese the broadcasts have had to be repeated in many dialects if the population was to be fully covered and as a result the Chinese programme is over-full of the spoken word. In the Chinese programmes there have been English and Malay lessons of a very simple type and of considerable popularity, and there have been English lessons in both the Malay and Tamil programmes.

NEWS ROOM

Early in the year three extra morning news bulletins in Chinese were introduced, bringing the number of bulletins broadcast daily to thirty-one. News bulletins went out in English, Malay, Tamil, Mandarin, Cantonese, Hokkien, Foochow, Hainanese, Hakka and Teochew, and the number of hours taken up by news broadcasts totalled 1,400, a substantial increase over the figure of 1,272 for 1952. Emphasis was again placed on the production of news-talks explaining events in Malaya and the outside world and during the year 390 news-talks were broadcast.

ENGINEERING

Transmitters

Tests on a new 10 kilowatt medium-wave transmitter were completed in 1953 and the transmitter has now been put into operation. New aerial masts have been erected and will shortly be put into use. In the meantime the transmitter is working with a temporary aerial. A new programme input bay to accommodate equalisers and amplifiers together with ancillary apparatus was installed, tested and subsequently put into operation. The new 250 watt medium-wave transmitter at Malacca, originally designed and constructed for short-wave commercial operation, was modified for medium-wave broadcasting at the Jurong transmitting station, Singapore. The above developments were carried out without any curtailment of programme transmissions.

Studios

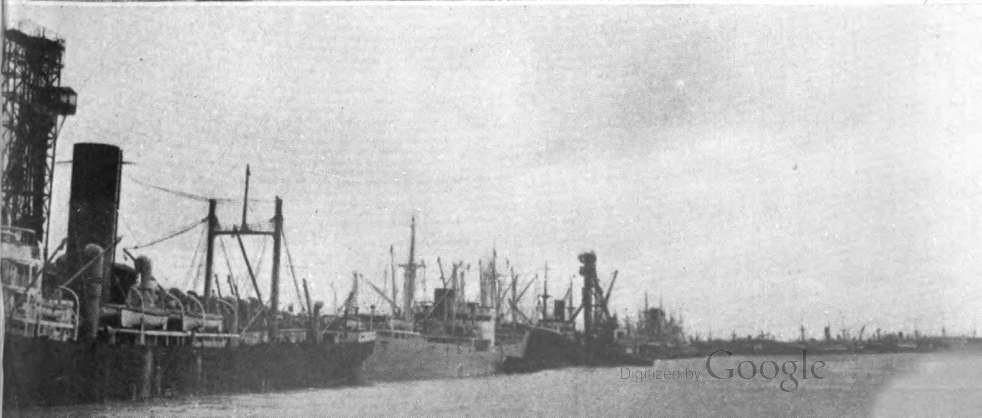
To the existing auditorium, five studio suites and two continuity suites there has now been added a third continuity suite. Technical equipment for Singapore and stations in the Federation, to work in

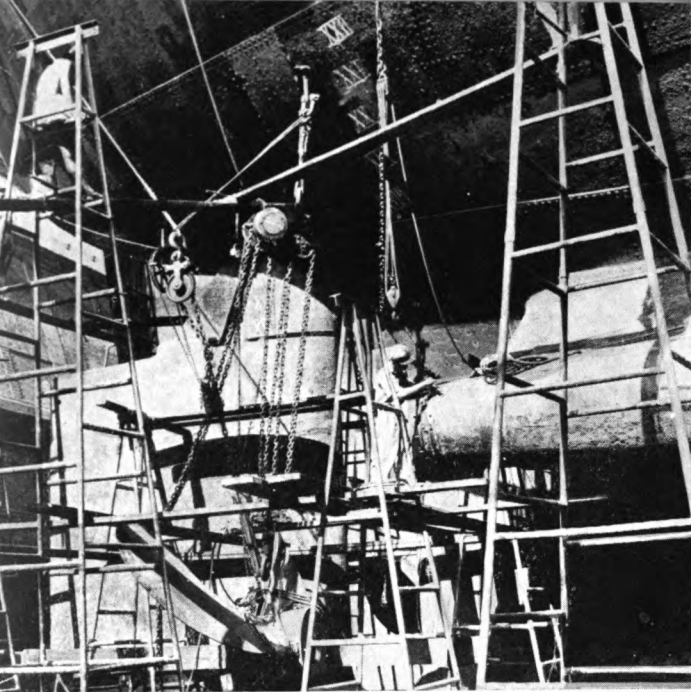


Produce from Indonesia is brought by junks to their anchorage in the Kallang River.

In Keppel Harbour the largest steamships can come alongside the Harbour Board's wharves. The picture shows the coaling plant and a floating crane.

Straits Times.





The King's Dock is the largest of the five dry docks owned by the Singapore Harbour Board.

The Board's warehouses cover 40 acres and cargo is handled by mechanical means.

S'pore Harbour Board



Locally trained crews on these earth moving machines preparing the $1\frac{1}{2}$ mile landing strip for the new Paya Lebar Airport.

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J. J. Bryan

conjunction with the V.H.F. main trunk scheme, has been designed and its manufacture in the Department's workshops was more than half completed at the end of 1953. Comprehensive radio checking of programmes on the three medium-wave transmissions with visual and aural alarm on failure is now carried out by means of apparatus designed and built in Singapore.

Service Record

The analysis of total transmitter hours worked in Singapore and total time lost is as follows:—

Total transmitter hours	...	26,506 hours	50 minutes
Total time lost	...	14 "	13½ "
Percentage time lost	...	0.05%	—

The causes of faults were—

(i) studio faults	...	—	22½ "
(ii) line faults	...	—	3½ "
(iii) control room faults	...	—	5½ "
(iv) power failures	...	6 "	2½ "
(v) transmitter faults	...	7 "	39½ "

Total	...	14 "	13½ "
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Power failures will be greatly reduced now that the new City Council power station has been built (see page 141).

REDIFFUSION

Wired broadcasting is carried out by Rediffusion Ltd., a company which has operated under Government charter since 1949. Programmes are distributed from the Company's studios to a number of sub-stations over lines rented from the Oriental Telephone and Electric Company. From there further distribution is carried over about a thousand miles of wire laid by the Company to the loudspeakers of individual subscribers. On 31st December, 1953 there were 30,372 subscribers each of whom could select one of two programmes, the Gold or the Silver.

The Gold Network is entirely for Chinese and the Silver Network uses English, Malay and some of the less widely spoken Chinese dialects. The programmes consist of about 60 per cent of musical recordings but in addition include one news broadcast per day edited by the Company and a large amount of live broadcasts from the Company's studios, from outside broadcasts and from programme material and news broadcasts relayed from Radio Malaya. The monthly rental for a loud-speaker is \$5.

REDIFFUSION PROGRAMMES

			<i>Hours per week</i>
English	69½
Chinese			
Mandarin	} 144½
Hokkien	...	...
Cantonese	...	...
Teochew	...	...
Foochow	...	...
Hainanese	...	...
Hakka	...	...
Shanghai	...	...
Malay	10
Total ...			224

During 1953, the effects of the development of the new Airport at Paya Lebar became clear and the Company was in the process of laying lines to about two thousand new subscribers in that area (see page 166). It intends in 1954 to establish a new sub-station in the Queenstown area to serve the population which is being housed there by the Singapore Improvement Trust (see page 83).

FILMS

There are 37 licensed cinemas in Singapore in addition to 46 open-air and mobile cinemas. The largest of the commercial cinemas are modern air-conditioned buildings with the new wide screen on which Cinemascope made its *début* in 1953. Several cinemas showed 3-dimensional films. There are four local companies producing Malay language films for distribution in Malaya and in Indonesia. They produced 23 films in 1953. Films were brought in from the United States of America (291), the United Kingdom (54), Hongkong (237, mainly in 'Mandarin' and Cantonese), India (118 of which 83 were in Hindustani), Indonesia, the Philippines, Egypt, Japan, France, Italy and Turkey. Large numbers of 16 m.m. and smaller films were imported for the now popular film lending libraries and home movies. First and second run cinemas showing English language films are required to show at least ten per cent of films of British origin.

Weekly newsreels from four British producers are widely shown and American newsreels are imported regularly for exhibition in cinemas showing Chinese films after 'dubbing' in Mandarin and Cantonese. Local news items have appeared in British and American newsreels. A film unit operated jointly by the Governments of

the Federation of Malaya and of Singapore provides on-the-spot coverage for news items not readily accessible to British and American newsreel companies.

All films shown in public cinemas in the Colony must be submitted to the Board of Film Censors. If a film is banned by the Board the owners are furnished with reasons in writing and they may appeal to a statutory Committee of Appeal.



Defence

THE GEOGRAPHICAL position of Singapore, coupled with its well developed communications to other parts of South-East Asia, makes it a natural military centre. It has large establishments of United Kingdom and other Commonwealth forces whose operational commitments lie within and beyond the shores of the Colony. In addition its own local forces have been steadily developed since 1854 when the Singapore Volunteer Corps was first established. The overseas forces which use Singapore as a base are of course paid for by their parent Governments. The local forces whose duty it is to defend the Colony are paid for mainly from local taxation. In addition the Colony still suffers from an aftermath of the Japanese invasion in the form of armed communist terrorism. A state of Emergency which was proclaimed in 1948 and has been renewed at three monthly intervals ever since still commits a large proportion of the Police Force to duties other than the normal prevention and suppression of crime.

THE EMERGENCY

In June, 1948 the Legislative Council of the Colony enacted the Emergency Regulations Ordinance as a countermeasure to a number of outrages instigated by the Malayan Communist Party. This Ordinance empowers the Governor to make regulations for such purposes as the suppression of communist efforts to overthrow the Government when the ordinary criminal law is inadequate. From 1948 to 1950 there were frequent violent assaults with bombs, firearms, acid-throwing and incendiarism as well as the use of the usual cold war tactics.

The complete change in the character of the Emergency during 1952 when the communists were forced by Police pressure to abandon open defiance and by party policy to return to secret penetration has resulted in fewer open outrages during 1953 which has been a year of preparation and organization for the Malayan Communist Party in Singapore. It has concentrated on consolidation, party education, and secret penetration of legal organizations such as trade unions, educational, social, and cultural societies, confining open attacks to individual members of the security forces and suspected Police agents. The Party has been responsible for the murder of six persons and the attempted murder of a seventh. Two of these victims were detectives and five were civilians. In all cases firearms were used and several of the assailants were detained under the Emergency Regulations at later dates. In one case in which a civilian was murdered a detective disarmed and arrested the gunman who has since been convicted and sentenced to death.

During 1953 five persons were prosecuted and convicted for offences connected with the Emergency and five others were awaiting trial at the end of the year. Sixteen persons, who were detained under the Emergency Regulations, had been implicated in seventeen murders or attempted murders, four incendiary attacks, one case of bomb-throwing and nine identity card robberies committed in previous years.

Excluding persons prosecuted in the Courts or awaiting prosecution and excluding those sent back to the Federation of Malaya, 47 persons have been detained for periods exceeding 14 days, and of these only 10 remained in custody at the end of the year compared with 60 at the end of 1952; 3 have been banished, 13 have left for China on being given the option to do so and the remaining 21 have been conditionally released on Suspension Orders. The Malayan Communist Party in Singapore has an estimated strength of 2,000 members and sympathisers whose orders are to take cover, consolidate their strength, and gain a hold over the masses by exploiting to the full the different types of open legal association.

Communist directives have been issued giving instructions on the best means of gaining influence. These directives state that care is to be taken to select an issue in which there is already a degree of latent feeling which can be exploited; the respective advantages and disadvantages of adopting a frontal clash method or of using indirect legitimate forms of struggle must be carefully assessed in advance; if a frontal clash is likely to cause losses which outweigh probable gains then moderate methods should be adopted and the

utmost use made of delaying tactics, evasion, deceit, and even pretences of co-operation with the Government so that whatever happens the confidence of the masses is maintained. Communist campaigns may be political, religious, industrial or social in their origin but the party cadres leading the masses are enjoined to take turns in playing prominent roles, and to avoid making use of all the leaders at the same time for fear that Government action against them may deprive the party of experienced leadership.

These are classic Communist tactics and to circumvent them it has been necessary for the Police to make enquiries about many associations, industrial organizations, strikes, evictions, and other forms of dispute for the purpose of affording protection and for the preservation of order. From time to time during 1953 there have been unfounded allegations from members of the public that these Police enquiries were aimed at restricting the legitimate aims of unions and associations. Publicity given to such unfounded allegations has been welcomed by the communists.

Throughout the year the control of movement of vessels in the Johore Straits has been maintained to help the Government of the Federation of Malaya to deny food and supplies to the terrorists. Searchlight posts have been maintained at strategic coastal points in Singapore, Pulau Ubin and Pulau Tekong to enforce a strict curfew by night and to ensure that no vessel delivers any food or supplies on the coast of Johore except at an authorized control point whence supplies become subject to the Federation of Malaya movement control regulations. The searchlights and generators and the greater proportion of the Marine Police launches and out-board motor-boats are operated by the Singapore Police and necessitate the use of over 300 officers and men.

The use of Special Constabulary to guard important installations against Communist sabotage was continued throughout the year, and Police guards were hired by many commercial companies for the same purpose involving the use of a further 750 officers and men. Of the 3,828 members of the regular Force and 1,471 members of the Special Constabulary, more than a quarter were employed on duties directly connected with the Emergency.

UNITED KINGDOM AND COMMONWEALTH FORCES

Singapore is the Headquarters of the United Kingdom Naval, Military and Air Force Commanders-in-Chief for the Far East. There are many central training, supply, repair and other base establishments for the Far East forces. These forces not only recruit

men from overseas but also absorb some 7,000 locally enlisted personnel into uniformed Arms. The 1st Singapore Regiment, Royal Artillery; the Singapore Engineer Regiment, Royal Engineers; the G.H.Q. Signal Regiment, Royal Corps of Signals; the Singapore District Signal Regiment, Royal Corps of Signals; units of the Administrative Services; the Singapore Guard Regiment; the Royal Air Force (Malaya) and the R.A.F. Regiment (Malaya) consist of men of all races recruited mainly from Singapore and the Federation of Malaya. In addition some 8,500 civilians are employed in the yards and offices of the Naval Base, 17,000 civilians are employed in Army depôts, workshops and other establishments and 6,400 are employed on ground duties at the three R.A.F. Stations of the Colony.

LOCAL FORCES

As distinct from the United Kingdom and Commonwealth Forces mentioned above, the Colony's local forces are raised under laws enacted by the Colony Legislative Council. The limits of their employment in peace and war and the conditions of service of their members are prescribed by the Colony Government and they are paid for by the local taxpayer. For training and other more immediate purposes they are under the supervision to a greater or less extent of the United Kingdom Service Commanders. \$15.7 millions were voted by the Legislative Council for their upkeep in 1953. The records of these forces are kept at their various head-quarter establishments in Singapore or at the Volunteer Forces Record Office which serves as a central record and pay office for certain Services.

During 1953 much preparatory work was completed towards the organization of military service on a compulsory basis. In December, 1953 the National Service Ordinance was enacted and it will be brought into force in 1954. Under it able-bodied male citizens of the United Kingdom and Colonies and Federal Citizens resident in Singapore may be called upon to register and later to present themselves for enlistment. At least in the first place the training of National Servicemen will be part-time only and will not interfere with their daily occupations.

ROYAL MALAYAN NAVY

It is natural that in a seaport like Singapore the first efforts to create a full-time regular armed force should be turned to the building of a navy. The Royal Malayan Navy was so named in

1952 and is under the command of a Captain seconded from the Royal Navy. He is assisted by other officers and by instructors whose duty it has been to recruit and train local men of all races for the defence of Malayan waters.

During 1953 a new barrack block and a well equipped instructional block have been built. A photograph of this appears opposite page 201. As a result of the increased accommodation thus made available it was possible to call for more recruits in July. The response was encouraging; over 500 volunteers came forward to be interviewed and the recruiting staff was able to select only the very best material. Further evidence of the popularity of the Navy as a career is given by the increasing number of written applications to join. Nearly 3,000 were received in 1953. It must be admitted, however, that the response from young Chinese has been disappointing.

Plans to recruit the first six naval cadets were completed in 1953 and to this end the Royal Malayan Navy (Entry of Naval Cadets) Regulations, 1953 were published in May, followed by further regulations governing pay and allowances. Numerically the response to this scheme was gratifying but due largely to the curtailment of school careers during the Japanese occupation only three candidates possessed the requisite educational qualifications and were within the prescribed age limits. The standards have been set high in all respects and one Chinese candidate was successful in the final selection. This young man will shortly go to the Britannia Royal Naval College at Dartmouth to begin his naval training for a career in the Royal Malayan Navy where it is hoped he will soon be joined by others to be selected in 1954.

A most significant step was announced on 1st December when His Excellency the Governor and Commander-in-Chief granted Commissions to two Chief Petty Officers on promotion to the rank of Acting Commissioned Boatswain. (Their photographs appear opposite page 200). These first promotions of ratings from the lower deck to commissioned rank have shown the locally entered ratings that the door to promotion to officer status stands open to those with the requisite personal qualities and conception of service.

Ships

To the present fleet of one naval servicing craft (engineering) (H.M.M.S. *Malaya*), one landing craft gunnery (large) (H.M.M.S. *Pelandok*), and five seaward defence motor launches it is intended shortly to add two additional seaward defence motor launches and one small minelayer on loan from the Royal Navy.

In addition a programme of new construction has been drawn up not only to replace ships of the present fleet as they become obsolete but to increase the numerical strength of the fleet and to add to the types of vessel in use as more trained ratings become available to man them.

Training

The year has been one of intensive training in the shore accommodation at Woodlands. The adequacy of the instruction has been borne out by the results achieved at Fleet Examination Boards at which ratings of the Royal Malayan Navy sit the same examinations as those of the Royal Navy. Of 150 ratings recruited during the year approximately 50 have completed their full training and 100 are still under instruction. These latter include telegraphists and signalmen whose course of training to fit them for their complex duties is of necessity a long one. In addition to training within the barracks advantage has been taken of the facilities and great assistance given by H.M.S. *Dampier* and H.M.S. *Alert* of the Far Eastern Fleet in the advanced training of seamen and communications ratings.

Naval Operations

Her Majesty's Malayan Ships have played their part in co-operation with the security forces of the Federation of Malaya in anti-terrorist operations, and their friendly and disciplined crews have become familiar representatives of law and order to the inhabitants of many remote *kampongs* up the rivers of Malaya.

The Royal Malayan Navy has also assisted the Federation of Malaya's economy by providing vessels for fishery protection patrols instituted by the Flag Officer, Malayan Area. Formerly it was common for considerable quantities of fishing gear and even fishing boats to be lost to piratical raiders. A large fishing village might lose as much as \$8,000 worth of gear in a year's fishing season. As a result of the fishery protection patrols this has been reduced and in one case a fishing community expressly thanked the Naval crews for eliminating all losses.

More than one hundred ratings of the Royal Malayan Navy have been awarded the Naval General Service Medal (Malaya) for their part in operations during the emergency.

A contingent under the command of Lieut. C. M. G. Bankart, R.N., represented the Royal Malayan Navy at the Coronation celebrations in London for Her Majesty the Queen.

MALAYAN ROYAL NAVAL VOLUNTEER RESERVE

The Malayan Royal Naval Volunteer Reserve is a Pan-Malayan force in which ordinary citizens undertake naval training on a voluntary and part-time basis. It is under the overall direction of the Flag Officer Malayan Area and is paid for as to its Singapore Division by the Singapore Government. It has in addition to its complement of officers and ratings who are volunteers a full-time paid Staff Officer and three Officer Instructors. Part-time instructors are also provided by the Royal Navy.

Attendance at voluntary parades throughout the year was satisfactory at an average rate of 66 per cent for ratings and 75 per cent for officers. Training was carried on in ships of the Royal Navy, in H.M.S. *Laburnum* (the Divisional H.Q. ship) and in her tenders.

In November, 1953, a Selection Board interviewed candidates for commission from the lower deck all of whom had served between twelve and eighteen months as ratings. Five of these were among the eleven who were confirmed as Sub-Lieutenants at the annual examination. This officers' training class was the first to be predominantly Malayan and these young Eurasians, Chinese, Malay and Indian officers showed great keenness and their attendance and development were commendable. The syllabus in the Malayan R.N.V.R. is similar to that in the United Kingdom and the examination papers were prepared and marked by regular officers of the Royal Navy.

A naval servicing craft (engineering) on free and indefinite loan to the Singapore Division from the Royal Navy has been renamed H.M.S. *Canna* and is to become the Headquarters of a new Sub-Division. Funds have been made available by the Government and in 1954 her extensive engineering and electrical gear will be overhauled so that she may be used for technical training. Recruiting for the new Sub-Division will commence in the new year.

Tenders have been called for a 112-foot Motor Launch at an estimated cost of \$500,000. The new launch will be powerful and well equipped with anti-submarine devices, radar, wireless and gun armament and will go far to provide adequate sea training.

The Division despatched a contingent to London for the Coronation Parade of Her Majesty; it was commanded by Lieutenant Haji Jamil bin Haji Dzafir, B.E.M. and took part in the Naval Review at Spithead in H.M.S. *Adamant*. An active part was also taken by the Division in the Coronation celebrations of the Colony and a

detachment formed part of the Naval Contingent at the review. The Division was inspected by the First Sea Lord, Admiral of the Fleet Sir Rhoderick McGrigor, G.C.B., D.S.O., in the autumn of 1953. The morale of the Division and the state of its training were found to be of a high standard.

THE SINGAPORE VOLUNTEER CORPS

The Singapore Volunteer Corps is the oldest military force in Malaya still in existence and has been called out on several occasions in time of national emergency. Its commandant is a Lieutenant-Colonel seconded from the Army and it has a small permanent administrative and instructional staff. Its members attend voluntary training parades and camps on a part-time basis for which they receive their out of pocket travelling expenses. New entrants to the ranks are required to have a high educational standard in conformity with the increasing intricacy of modern military equipment. 124 new recruits were enrolled in 1953 and although a larger number were removed as inefficient the quality of the new men more than outweighed the deficit.

It is the intention that the Singapore Volunteer Corps should provide the training facilities for the National Servicemen who will begin their compulsory service in 1954. In readiness for this large expansion new permanent staff began to take up their duties at the end of 1953. Training facilities are now concentrated in one group of buildings in the city and in a standing camp at Changi.

The Corps consists of seven units.

Light Anti-Aircraft

Nearly one hundred members of the Light Anti-Aircraft Battery, with six Bofors guns and tractors, attended a ten-day practice camp at Kangar Kahang in the Federation in September, in company with the 1st Singapore Regiment, Royal Artillery. There was a considerable improvement in the standard of shooting and three sleeve targets towed by a Royal Air Force aircraft were destroyed.

Coast Artillery

The Coast Battery attended a ten-day camp at Blakang Mati; its personnel are now trained in the operation of twin six-pounder guns complete with searchlights either by day or by night. The Battery completed a successful season by firing at night at a towed sea target and they also took part during August in a combined exercise involving both Royal Navy and Army personnel.

Fire Command

The Fire Command Battery which is composed largely of women has increased in numbers; its personnel have carried out advanced training in co-operation with the Royal Air Force at Changi.

Royal Engineers and Royal Signals

There has been little increase in the strengths of the Singapore Royal Engineers (Volunteers) and Signals detachments, which were formed during 1952. Technical training for these units is provided by Regular Army instructors, on loan from the military authorities.

Infantry

Much useful week-end training has been carried out at the permanent camp at Changi and in addition two companies have each completed ten days' annual camp there. When the final stages of the construction of the camp are completed in 1954 it will be possible to accommodate 250 Volunteers at one time.

Service Corps

The Singapore Army Service Corps (Volunteers) has continued driver training, and by the end of the year one hundred Volunteers held licences to drive various types of vehicles. This unit also attended a nine days' annual camp at Changi.

Major Eric Fam Foong Hee, M.B.E., E.D., and three other ranks attended the Coronation celebrations in London. The Corps took part in both the Coronation and Queen's Birthday Parades in Singapore furnishing, for the former, a contingent of three officers and fifty men who paraded for the first time in the new white dress uniform; twelve Bofors guns and tractors and twenty-seven other vehicles formed part of the vehicle column at the Birthday Parade. The Corps retained the Galistan Cup, which is awarded annually to the winners of a rifle competition between the Malayan Royal Naval Volunteer Reserve, the Singapore Volunteer Corps, the Malayan Auxiliary Air Force and the Volunteer Special Constabulary.

MALAYAN AUXILIARY AIR FORCE

The Malayan Auxiliary Air Force was organized on a Pan-Malayan basis in 1950, each Government paying for the portion in its own territory. The Singapore Section is commanded by a volunteer Wing-Commander and all its members serve on a voluntary part-time basis except for a permanent staff officer and his

assistants and instructors. The Section is composed of a Fighter Squadron and a Fighter Control Unit. The Squadron had nine trained and six untrained pilots at the end of 1953 having lost eight pilots for various reasons during the year.

Considerable attention has been devoted to the selection of aircrew. After some false starts in the early days a method of selection based on R.A.F. aptitude tests has been evolved to suit the languages and background of local volunteers. Three pilots were awarded their Wings at the first post-war Squadron Wings Parade and two further pilots completed their training. Over 1,500 hours were flown on training, mainly in *Harvard Trainers* and *Tiger Moths*. More than 50 hours of this was night flying. In addition to a programme of evening lectures a ten-day period of continuous training was organized by the Royal Air Force. This afforded facilities for cross country flying, gunnery and bombing exercises. There were four minor accidents but fortunately no injuries.

Training for ground personnel was provided by way of evening and week-end lectures largely with assistance from the R.A.F. The two-year training course and the standards required are based on those of the R.A.F. and are undoubtedly high. The progress made in the year by volunteers was satisfactory but still leaves most of them below standard. A number have been discharged for non-attendance or for inability to assimilate the instruction given but with growing experience the methods of selection are becoming more precise.

Practical training in the Fighter Control Unit had been held up owing to a lack of the complex equipment required. This has now been made good and the first results give great encouragement. The majority of volunteers were able to attend continuous training for seven to fourteen days at an R.A.F. Operations Centre. Theoretical training by lectures has been regularly conducted. In this sphere the emphasis during the year has again been on personnel selection; a useful relationship has been built up with the Malayan Air Training Corps (see page 202) and the latter is now passing on suitable recruits to the Unit.

The Singapore Section, M.A.A.F., was represented in London at the Coronation celebrations by Pilot Officer J. K. T. Chew and six other ranks. This contingent was also invited to participate in the City of Birmingham celebrations. Contingents were present at the Singapore Coronation Parade and the Squadron took part in the Flypast.

SINGAPORE HARBOUR BOARD RESERVE

The Singapore Harbour Board Reserve was formed in 1952 with a view to providing a disciplined force to carry on essential port operations in time of emergency. It is composed entirely of employees of the Singapore Harbour Board (see page 159) who undergo part-time training on a voluntary basis. The Reservists are already largely trained from their civilian occupations for their probable wartime duties but naturally require practice in working as a unit under emergency conditions. They also need training in versatility to enable them to undertake jobs to which they are not accustomed. During 1953 instruction has consisted mainly of basic military training. Selected Reservists were trained as instructors by the Singapore Volunteer Corps and are now engaged in instructing the remainder. Parades have been regularly held and it was possible in May and November 1953 to mount reviews for the General Officer Commanding Singapore Base District. The Singapore Harbour Board has provided a recreational centre which serves as a focus for the Reserve.

CIVIL DEFENCE FORCES

The Civil Defence Forces were formed in 1951 to meet possible dangers from hostile air attack. The members are part-time volunteers.

Civil Defence Corps

The Civil Defence Corps is under the control of a full-time Commissioner with a staff for administration and instruction paid from Colony funds.

Steady progress was made throughout 1953 in the instruction of Volunteers of this corps. Those who had completed their basic general, basic rescue and first aid courses were required to undergo section training to fit them for their respective duties in each of the five sections of the corps: headquarters, warden, rescue, ambulance and welfare. A selected proportion of these were put through special instructors' courses to qualify them as volunteer-instructors who could assist the regular staff at the Civil Defence School. In addition members of the three Armed Services, the Police Force and other Government departments, the City Council, Harbour Board, Malayan Railways, and industrial concerns attended these instructors' courses with the object of enabling them to conduct civil defence training in their own units and organizations.

By the end of the year a total of 562 persons including the intake of 1952 had attended the ten general instructors' and the twelve rescue instructors' courses which had been held since the formation of the training school at Kolam Ayer. A further 300 volunteers belonging to the Oriental Telephone and Electric Company and Cable and Wireless Ltd. were under training. Various other classes held included full rescue and damage control for Police, and modified basic general and basic rescue for medical and nursing staff of Government hospitals, and for Volunteers of the Singapore Hospital Reserve.

Exercises have been conducted in which the trained personnel of all sections have taken part; and it is intended that these will become more frequent and widespread as the corps increases in strength. During the last week in June a number of officers of Government departments and the City Council, whose functions and responsibilities embrace the planning of certain civil defence measures, attended a study at Civil Defence Headquarters.

In December the civil defence warning system, so far as it is affected by control and communications, was tested in conjunction with training operations by the Royal Air Force and United States Air Force. Further progress has been made in the planning of civil defence control, which will be closely integrated with Police control. The four areas of civil defence sub-control on the Island are the same as the four Police areas (see page 134).

As a civil defence measure, the Department of Social Welfare has been given a role in connection with disasters which result in persons being rendered homeless and in need of emergency feeding, clothing, accommodation and relief payment. The department enlists the help of voluntary organizations and works in the closest co-operation with them.

A proportion of the men finally selected for compulsory service under the National Service scheme will be drafted into the Civil Defence Corps. Lower standards of physical fitness than for the armed services will be admissible amongst recruits. Much preparatory building and planning work has been completed in anticipation of the great expansion contemplated.

Auxiliary Fire Service

This service is a part of the air-raid precaution system of the Colony. The training of a nucleus of Volunteers has continued under the aegis of the City Fire Brigade, and some 200 members had been enrolled and were under training by the end of the year.

The dépôt buildings, garage and workshop block in Serangoon Road have been completed at a cost of \$92,000 and equipment has begun to arrive in quantity, including the bulk of the hose stock, three water-tender units, and a number of trailer fire pumps. The appointment of a staff officer has been approved and it is intended to provide quarters for him in due course. Volunteers were called out on one occasion in 1953 in aid of the City Fire Brigade.

Singapore Hospital Reserve

Recruiting for this Reserve which is intended to augment permanent medical staff in time of emergency has been somewhat disappointing particularly as regards women. By the end of the year only some 287 Nursing Auxiliaries had been recruited out of the 500 whom it had been hoped to have under training during the first year; 163 general duties personnel had been enrolled and recruitment for this Section has been temporarily suspended.

Training has been proceeding satisfactorily, classes in First Aid and Home Nursing being carried out under the auspices of the St. John Ambulance Association. With the appointment of a trained nurse as part-time training officer in September more intensive training was possible in the General Hospital, and at the end of the year 125 members were undergoing active training in the wards.

Classes in clerical and stores duties were held and members of the General Duties Section also attended special courses in civil defence measures at the Civil Defence Training School at Kolam Ayer.

The Emergency Medical Plan, which calls for the formation of 12 Casualty Hospital Units of 450 beds each together with First Aid and auxiliary services, was redrafted and underwent considerable amplification during the year. Large quantities of emergency medical stores have been purchased. Progress with the Civil Defence Public Health Scheme was not as rapid as with the Medical Plan although a redraft of the scheme had been prepared by the end of the year.

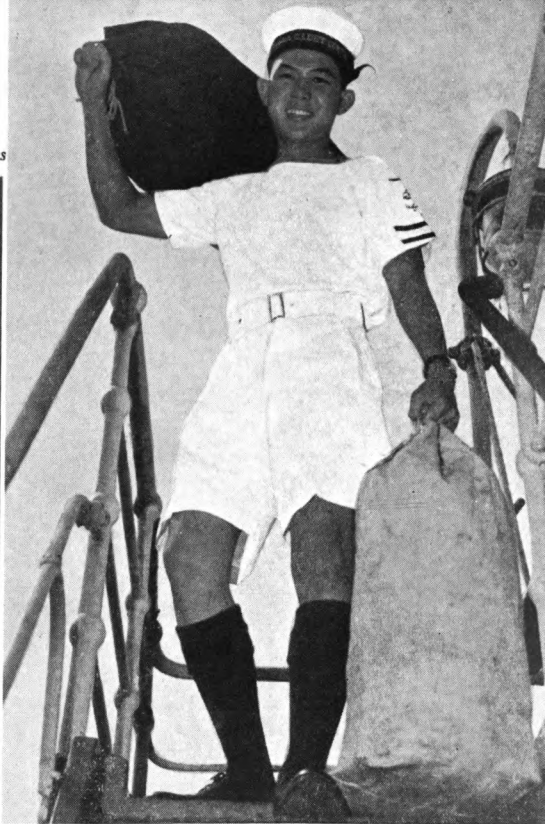
CADET CORPS

Singapore Sea Cadet Corps

The Sea Cadets were originally established in 1948 as separate contingents in a few of the larger boys' schools. There are now units in five separate schools and one Open Unit the membership

A Police constable on watch and ward.

Straits Times



Shipowners take selected Sea Cadets on 'Scholarship cruises'. The Royal Malayan Navy officers below are the first to be promoted from the lower deck.

Public Relations





Public Relations

Part of the Royal Malayan
Navy Barracks.

Weapon training in a school
cadet corps.

The Singapore Volunteer
Corps returning from an
exercise.

Public Relations



of which is open to all boys capable of absorbing the instruction given. All the officers and cadets are unpaid voluntary part-time workers and are not liable to be called out in the event of emergency. The cost of equipment and uniform is borne by the Government.

The Headquarters Ship *Faulkner* was commissioned in 1953 and with its boats and gear provides adequate facilities for training the Cadets in elementary seamanship and related subjects. Training continued on the basis of three terms per year, i.e. not during school holidays; and during the summer term examinations were held for some 200 Cadets with decidedly good results. The progress of keen cadets has been greatly helped by the award of ocean cruises in merchant vessels.

Emphasis has been placed on practical training, especially boat-work in which competitions are held. It is hoped to acquire during the coming year a number of small sailing dinghies to continue this indispensable training which has now become more readily available with the provision of a Headquarters vessel. The Royal Malayan Navy organized a valuable training course for the officers in August and a large proportion of the cadets made visits of inspection to the Royal Naval Air Station and to an aircraft carrier. Arrangements were made with the Royal Malayan Navy to conduct a course for thirty selected cadets in December and this has served to interest some of them in the possibilities of a naval career.

School Cadet Corps (Army)

School contingents in four of the larger boys' schools are organized for giving part-time training to volunteers on infantry subjects. The instruction is mainly practical and includes drill and weapon training. It is designed to lead up to an examination for a proficiency certificate. Ninety-two cadets obtained Certificates (Part I) in 1953, and of these fifty-seven passed Part II also. The school contingents are attached to various units of the Regular Army which render such guidance and help as are needed. Apart from parades and lectures out of school hours it was possible in 1953 for three schools to organize summer camps for a total of 215 officers and cadets.

The four contingents sent a total of five officers and one hundred cadets to participate in the Colony Coronation Parade where they acquitted themselves with distinction.

Malayan Air Training Corps

The Malayan Air Training Corps is organized on the same lines as the Sea Cadets with central lecture rooms and workshops. The training provided is a mixture of theoretical and practical work on engineering, radio, air navigation and kindred subjects and includes the regular showing of technical films. The cadets are below the minimum age allowed for piloting aircraft. Nevertheless the Royal Air Force afforded opportunities to some twenty of them to gain actual flying experience and the Royal Singapore Flying Club made an aircraft available as a 'flying classroom' for navigation and similar instruction to twelve selected cadets. During the year there was 75 per cent success in the basic training examinations.



Constitution and Administration

THE COLONY OF SINGAPORE is constituted by the Singapore Colony Orders in Council, 1946 to 1953 made under the Straits Settlements (Repeal) Act, 1946, and the British Settlements Acts, 1887 and 1945. These Orders in Council and the Royal Instructions of 27th March, 1946 as subsequently amended provide for the following:—

- (i) a Governor and Commander-in-Chief appointed by the Queen;
- (ii) an Executive Council to which all important matters of policy and proposed legislation are referred. Its chairman is the Governor, six of its twelve members are appointed on the Queen's instructions and two are elected by the members of the Legislative Council; four are ex-officio members. Appendix I to this chapter is a list of its members. The responsibility for decisions made by the Governor in Council is borne by the Governor alone;
- (iii) a Legislative Council empowered, with the Governor, to make laws known as Ordinances. The Queen has the right to disallow Ordinances. It is expressly provided that the Governor shall not, without Her Majesty's instructions through a Secretary of State, assent to certain classes of Bills, for example, a Bill which affects one community or race preferentially or adversely. The President of the Legislative Council is the Governor, nine of its twenty-five members are elected by the people and three by the three Chambers of Commerce severally. The normal life of the Legislative Council is three years. Appendix II to this chapter is a list of its members;
- (iv) a Supreme Court with unlimited jurisdiction and other subordinate Courts (see pages 122 and 125).

The administration of the Colony is carried out by a number of executive departments under the general supervision of the Colonial Secretary, who is responsible to the Governor for their efficient working and co-ordination. A list of these departments is given at page 37. A District Officer is appointed to Christmas Island and an Administrator to the Cocos-Keeling Islands.

Local government functions as set out in the Municipal Ordinance, including the provision of public utilities, are entrusted to the City Council in the urban area and, over a more limited range of functions, to the Rural Board in the rural area and surrounding islands. For certain other specialized purposes, such as port administration and town planning and housing, the Singapore Harbour Board and the Singapore Improvement Trust have been created. They are described in Chapters 8 and 15.

CONSTITUTIONAL CHANGE

The First Legislative Council under the constitution of 1946 was inaugurated in 1948, and dissolved early in 1951. It had nine elected members. The Orders in Council were amended in 1950 to provide for twelve elected members and elections for the Second Legislative Council were held in March 1951. The Progressive Party, the Labour Party and an Independent gained seats. The Second Legislative Council was formally opened on the 17th April, 1951 and was still in existence at the end of 1953. A bye-election was held in 1952 in which a Labour member replaced an Independent.

In 1952 the Governor appointed two committees composed of members of the Legislative Council: the one was to make recommendations on the number of elected members in the Council, on the distribution of electoral districts, and on the desirability of appointing a Speaker; the other was to examine the electoral machinery of the Colony. Both committees reported in 1953 and it became apparent that more far reaching changes were needed than either committee could recommend within its respective terms of reference. Accordingly the Governor appointed a Constitutional Commission towards the end of the year with Sir George Rendel, K.C.M.G., as chairman. The Commission held a number of sittings before the end of the year and will report early in 1954. The life of the Second Legislative Council, due to be dissolved in 1954, was prolonged by one year.

ELECTIONS

Both the Legislative Council and the City Council include elected members. The nine popularly elected members of the Legislative Council are returned from nine constituencies covering Singapore and the surrounding islets. The eighteen popularly elected members

of the City Council are returned from six wards in the city area, three from each ward. The constituencies and wards are shown on the map following page 208.

No distinction of race or sex is made in the qualifications required of electors. An elector to the Legislative Council must be 21 years of age, have resided in the Colony for the three years preceding an election and must not be an alien or a person owing allegiance to a foreign state. An elector to the City Council must have the same qualifications and must either be resident in the city area or must own or occupy immovable property in the city area.

A combined Electoral Register containing the names of Legislative Council and City Council electors is published annually. Electors register voluntarily. The estimated potential electorate is about 270,000 for the Legislative Council and about 200,000 for the City Council. Electors actually registered in 1953 were 71,942 and 50,275 respectively.

Candidates for election to either Council must be registered electors able to speak, read and write English sufficiently to take an active part in the proceedings of the Council. Undischarged bankrupts and persons declared by law to be of unsound mind are debarred from contesting elections as also are Government and City Council employees.

Under the provisions of the Municipal Ordinance one elected member of the City Council retires from each of the six wards every year. At the election for the City Council held in December, 1953, fourteen candidates were nominated to contest the six seats. There was no contest in one ward, and at the poll taken in the other five wards, 50 per cent of the electorate voted.

The three members of the Legislative Council who are returned by the Chambers of Commerce are elected by the Chambers' members. These, if they are individuals, must possess the same qualifications as ordinary electors and, if they are companies or firms, they must possess somewhat rigorous qualifications as to the ownership of shares and the nationality of the directors or partners.

All polls are taken by secret ballot.

PUBLIC ADMINISTRATION

Public Finance

The fiscal policy of the Colony is framed by the Governor in Council subject to the authority of the Legislative Council and the

final approval of the Secretary of State for the Colonies. The Finance Committee of the Legislative Council consisting of five unofficial members of the Legislative Council under the chairmanship of the Financial Secretary meets at frequent intervals to consider proposals for supplementary provisions not included in the approved annual estimates of the Colony.

The City Council is responsible for its own revenues and is empowered under the Municipal Ordinance to levy rates up to a maximum of 30 per cent of the annual value of property in the city area and to charge fees of various kinds. The Rural Board is similarly empowered but for various reasons is unable to maintain itself. A subsidy from Colony Government funds is therefore made. The Singapore Harbour Board supports itself from the charges made for handling cargo and providing other services in its premises in the dock area. The income of the Singapore Improvement Trust comes from an improvement rate of 2 per cent levied on the annual value of property within the city area, together with an equal amount paid by the central Government. The cost of maintenance of the housing built by the Trust from money loaned by the central Government and rented out is met from the rents received from the tenants. All the quasi-Government bodies mentioned in this paragraph receive loans from the Colony Government from time to time.

Further details of public finance are given in Chapter 4.

The Public Service

The Colony Government, the City Council, the Harbour Board and the Improvement Trust each have their own schemes of service and recruit staff independently of one another. Together they employ over 42,000 persons. The Rural Board engages its staff on the same conditions as the Colony Government.

Monthly paid employees of the Colony Government are classified in four Divisions: Division I includes the administrative and professional grades; Division IV consists mainly of manual workers. In addition a large number of manual workers are employed on public works and the like and are paid at daily rates.

Appointments and promotions to all except seven posts in Division I and to many posts in lower Divisions are made on the recommendation of a Public Services Commission constituted

under an Ordinance of 1949. The chairman and the two members of the Commission are appointed by the Governor and are not themselves public servants. During 1953 the cases of 1,261 candidates were considered and of these 1,007 were interviewed. In addition the Commission formally advised the adoption of a new scheme for the Singapore Education Service and advised on many other topics affecting the public service. The declared policy of the Government is to fill the service with locally domiciled officers as quickly as the need for efficiency and for maintaining standards permits. It would be impossible in the present state of professional education in Malaya to find locally domiciled candidates with the desired qualifications unless steps were taken to train them overseas. This has been done on a continually increasing scale. Many recruits to the Public Service have been granted scholarships to undertake courses of study up to five years in length and many serving officers have already been sent on courses and attachments to government and other institutions overseas to gain experience in administrative techniques.

TRAINING OF LOCALLY DOMICILED GOVERNMENT EMPLOYEES

	IN MALAYA		OVERSEAS	
	<i>Students on 1-1-53</i>	<i>Students sent in 1953</i>	<i>Students on 1-1-53</i>	<i>Students sent in 1953</i>
"Scholarship"* courses for professional qualifications	13	4	27	21
Departmental* training courses and attachments ..	2	2	16	42
Others (i.e. Colombo Plan, U.N.E.S.C.O., W.H.O., A.I.F. Nursing Scholarships) .. ..	..	..	13	11
Total ..	15	6	56	74

* At an approximate total cost to the Government of \$480,000.

The Australian Government undertook the technical training of twenty-two prospective employees of the electricity, water and engineering departments of the City Council in 1953 under the Colombo Plan.

The situation at the end of 1953 was that 98 per cent of Government employees were locally domiciled. In Division I, where the recruitment of local candidates is the most difficult, their number rose from 152 to 182 in the year out of a total of 732 posts.

The Council for Negotiation for Divisions III and IV of the Public Service, set up in June 1952, has proved most valuable. Consideration is now being given to setting up a joint body to embrace the whole Public Service. Negotiations between the Government and its employees concerning salaries and allowances are mentioned on pages 31 and 32. The extra annual cost incurred by Government in 1953 as a result of salary changes through negotiation amounted to approximately \$3,600,000.

Organization and Methods

The reorganization of the administrative machinery of the Colony Government continued during the year with the assistance of resident members of the staff of Messrs. Urwick, Orr & Partners Ltd., a firm of consultants in organization and management. It was also possible to fill the post of Organization Secretary in the Colonial Secretary's Office.

Much progress was made in the establishment of a central office designed to handle the payment of all employees other than those on daily wages, with resultant economy in accounting staff in departments. In addition a series of recommendations on establishment policy were made. These were designed to decentralize establishment procedure, more particularly in respect of recruitment and promotion, and to improve efficiency and stimulate initiative in the clerical grades. The chief innovation was the proposed creation of an Executive Service, intended to relieve administrative officers of much routine work and to provide leadership, supervision and opportunity for the clerical service. This proposal was still under discussion with staff unions when the year ended.

As regards the working of separate departments, major detailed surveys were made of the organization and procedure of the Income Tax Department, and the Supplies Division of the Department of Commerce and Industry; reorganization was effected in the senior grades of the Statistics Department, and office procedure was examined and simplified in the Education, Medical, Survey, Attorney-General's and Official Assignee's Departments. Considerable economy was effected.

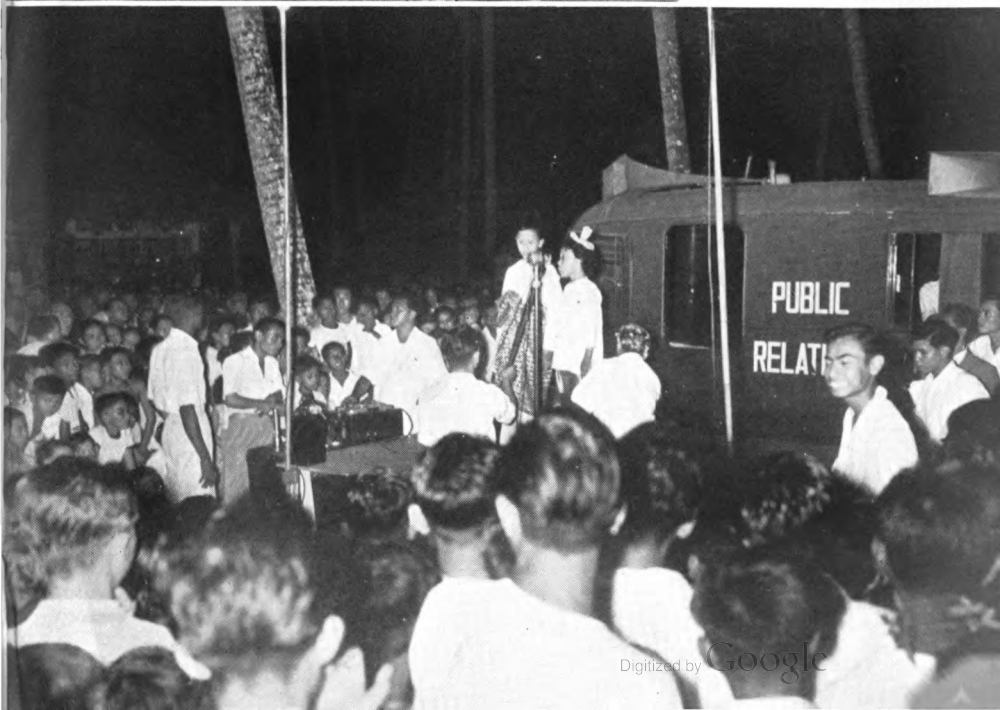
Work continued on the revision and re-issue of the General Orders of the Colony and the supplementary Circulars from the Colonial Secretary's Office. These constitute the main code for the conduct of Government business.

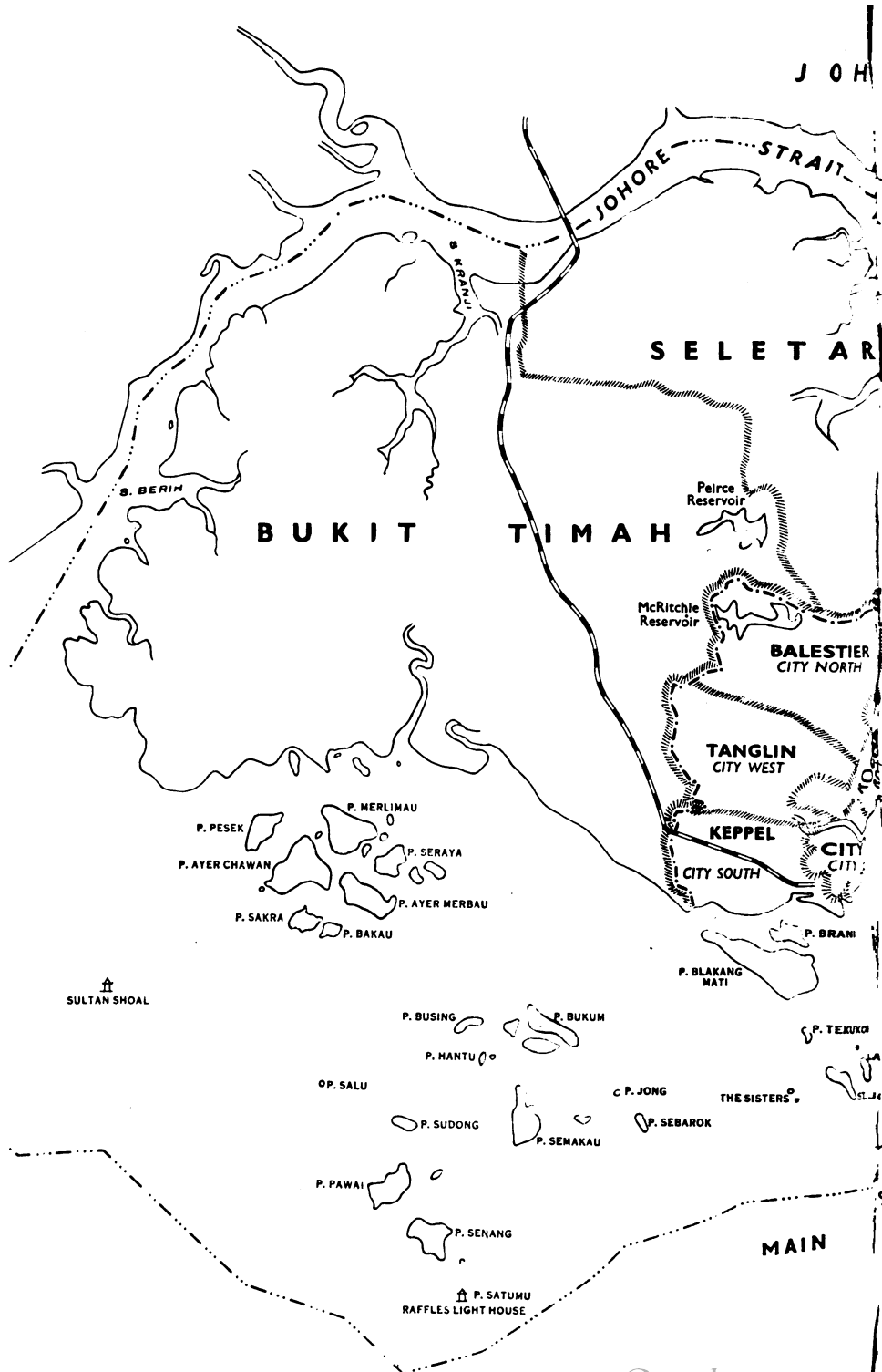


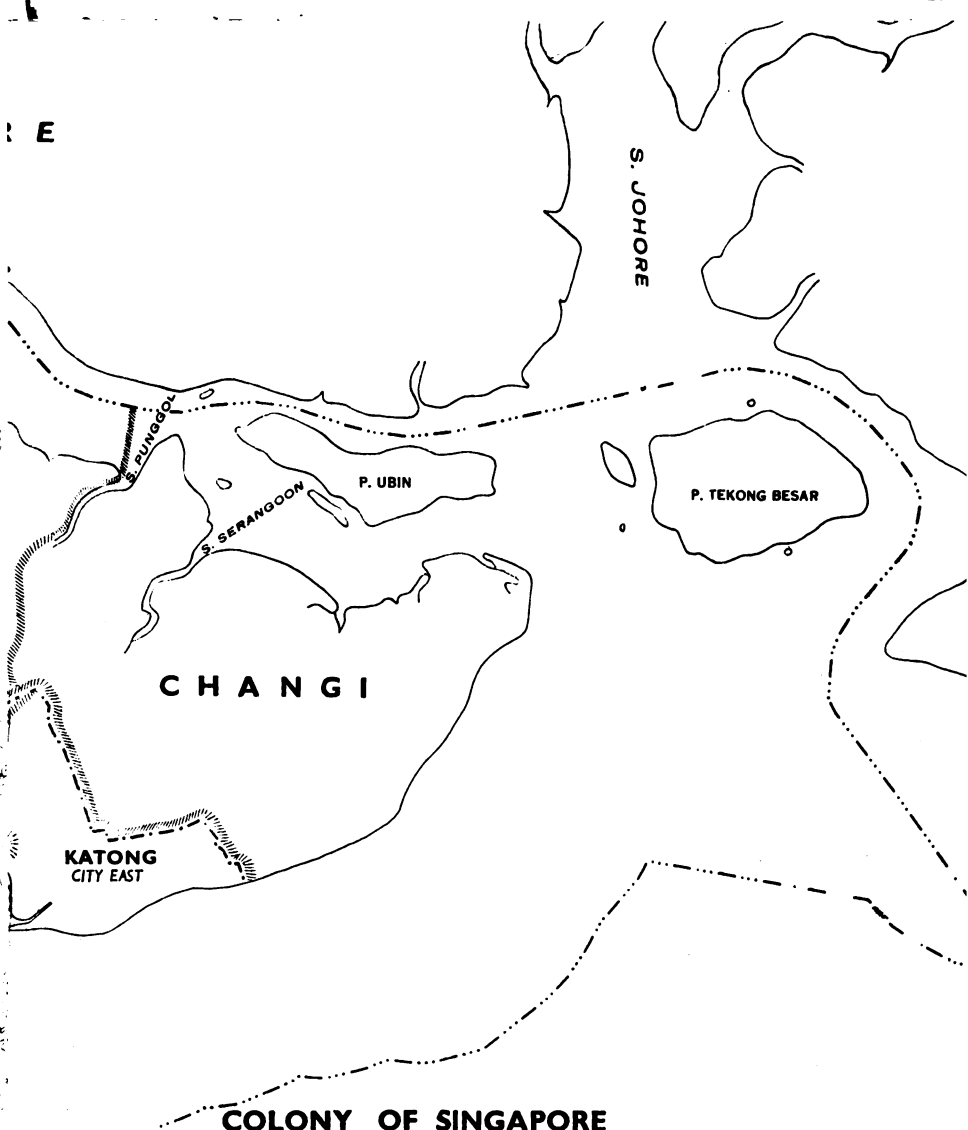
All races take part in elections. Here the officials are Chinese and Indian, the voter a Malay.

Village talent helps a public health campaign.

Public Relations







COLONY OF SINGAPORE

MILE 1 ½ 0 1 2 3 4 5 MILES

City Limit



Limit of Territorial Waters



Limit of Electoral Divisions
and City Wards



Names of Electoral Divisions

KATONG

Names of City Wards

CITY EAST

Note

Islets to the south and south-west of Singapore Island are in the Electoral Division of Bukit Timah. Other islets are in the adjacent Electoral Divisions



C. A. Gibson-H

Art exhibitions attract talent from the Colony and surrounding countries.

Chinese theatrical troupes move from village to village every two nights.

C. A. Gibson-H



CITY COUNCIL

The City Council which is the local authority within the city area consists of a President appointed by the Governor in Council and twenty-seven members of whom eighteen are popularly elected as set out above. The Council enjoys a wide measure of autonomy in the matters placed under its control by the Municipal Ordinance and is empowered to make by-laws but is subject to certain safeguards which come into effect if it should fail to discharge its functions. It is also required to seek the approval of the Governor in Council for such matters as the annual City budget and the raising of loans. The detailed execution of the policies of the City Council is undertaken by its specialized departments concerned with health, water, electricity supply and so forth. These are listed on page 49.

RURAL BOARD

The Rural Board consisting of a chairman and eighteen members appointed by the Governor carries out some of the functions outside the city boundaries which are performed by the City Council within. It has in the past been extremely difficult to provide for the true interests of dwellers in the rural areas of the Colony to be represented although seven separate Rural District Committees have existed since 1947. In 1953 strenuous attempts were made to increase the participation of the rural population in local government affairs. Each district committee chose by secret ballot one of its own members for nomination to the Board; the Board was enlarged from ten to eighteen members. The Chairman is an *ex-officio* member of the Improvement Trust and the Board chooses one of its unofficial members for nomination to the Trust also. The Board has powers similar to the City Council for the levying of rates and the making of by-laws and is subject to the same control by the Governor in Council. Its functions are however less onerous and it has only two executive branches. It has partial control over the Rural Branch of the Public Works Department.

APPENDIX I

THE EXECUTIVE COUNCIL

MEMBERS AS ON 1ST JANUARY, 1953

- The Governor, Sir John Nicoll, K.C.M.G. (*Chairman*).
 The Colonial Secretary, Mr. W. L. Blythe, C.M.G. (*ex officio*).
 The Attorney-General, Mr. E. J. Davies, Q.C. (*ex officio*).
 The Financial Secretary, Mr. W. C. Taylor (*ex officio*).
 The President, City Council, Mr. T. P. F. McNeice, C.M.G., O.B.E. (*ex officio*).
 Major-General A. G. O'Carroll Scott, C.B., C.B.E., General Officer Commanding Singapore Base District (Nominated Official Member).
 Mr. A. Gilmour, C.M.G., Director of Commerce and Industry (Nominated Official Member).
 Mr. E. M. F. Fergusson (later Sir Ewen Fergusson, K.T.) (Nominated Unofficial Member).
 Mr. Tan Chin Tuan, C.B.E. (Nominated Unofficial Member).
 Mr. M. J. Namazie (Nominated Unofficial Member).
 Mr. C. C. Tan (Elected by the Legislative Council).
 Mr. Thio Chan Bee (Elected by the Legislative Council).
 Mr. R. Jumabhoy, C.B.E. (Nominated Unofficial Member).

The following changes occurred during the year:—

Mr. E. J. Davies, Q.C., Attorney-General (*ex-officio* Member), proceeded on leave on 16th March, 1953, and returned to the Colony on 26th October, 1953. During this period Mr. C. H. Butterfield, Q.C., Solicitor-General, acted as Attorney-General.

Mr. A. Gilmour, C.M.G., Director of Commerce and Industry (Nominated Official Member), proceeded on leave prior to retirement on 19th March, 1953, and his place was taken by Mr. R. N. Broome, Secretary for Chinese Affairs, from 28th May, 1953.

Mr. W. L. Blythe, C.M.G., Colonial Secretary was Officer Administering the Government and Chairman of the Council for the period 11th April to 21st May, 1953.

During the period 11th April to 21st May, 1953, Mr. W. C. Taylor, Financial Secretary (*ex-officio* Member), acted as Colonial Secretary, and Mr. M. C. Compton acted as the Financial Secretary.

Mr. C. H. Butterfield, Q.C., was on sick leave during the period 16th May to 16th June, 1953, and Mr. E. P. Shanks acted in his place.

Mr. W. L. Blythe, C.M.G., Colonial Secretary (*ex-officio* Member), retired from the Colony on 29th July, 1953, and Mr. W. A. C. Goode, C.M.G., assumed office as Colonial Secretary on 30th July, 1953.

Mr. W. A. C. Goode, C.M.G., Colonial Secretary, was Chairman of the Council for the periods—

- (i) 28th August to 31st August, 1953 (as Governor's Deputy);
- (ii) 15th to 29th September, 1953 (as Governor's Deputy);
- (iii) 29th October to 12th November, 1953 (as Officer Administering the Government).

Mr. J. T. Rea, Deputy President, City Council, acted as President during the absence on casual leave of the President, City Council, for the period 5th to 27th October, 1953.

Mr. J. D. Higham, Under Secretary, acted as Colonial Secretary for the period 29th October to 12th November, 1953.

Mr. H. Shaw, M.B.E., Deputy Financial Secretary, acted as Financial Secretary during the absence on leave of the Financial Secretary for the period from 20th December to the end of the year.

APPENDIX II

THE LEGISLATIVE COUNCIL

MEMBERS AS ON 1ST JANUARY, 1953

The Governor, Sir John Nicoll, K.C.M.G. (*President*).

Mr. Tan Chin Tuan, C.B.E. (*Deputy President*); (Elected Member for the Chinese Chamber of Commerce).

The Colonial Secretary, Mr. W. L. Blythe, C.M.G. (*ex officio*).

The Attorney-General, Mr. E. J. Davies, Q.C. (*ex officio*).

The Financial Secretary, Mr. W. C. Taylor (*ex officio*).

The President, City Council, Mr. T. P. F. McNeice, C.M.G., O.B.E. (*ex officio*).

Mr. P. F. de Souza (Nominated Unofficial Member).

Mr. R. Jumabhoy, C.B.E. (Elected Member for the Indian Chamber of Commerce).

Mr. John Laycock, M.C. (Elected Member for Katong).

Mr. Lim Yew Hock (Elected Member for Keppel).

Mr. N. A. Mallal (Elected Member for City).

Mr. C. C. Tan (Elected Member for Tanglin).

Mr. Thio Chan Bee (Elected Member for Balestier).

Dr. W. J. Vickers, C.M.G., Director of Medical Services (Nominated Official Member).

Mr. A. McLellan (Nominated Unofficial Member).

Mr. J. A. Harvey, Commissioner of Lands (Nominated Official Member).

Mr. C. H. Butterfield, Q.C., Solicitor-General (Nominated Official Member).

Mr. E. M. F. Fergusson (later Sir Ewen Fergusson, K.T.) (Elected Member for the Singapore Chamber of Commerce).

Inche Ahmad bin Mohamed Ibrahim (Nominated Unofficial Member).

Mrs. Elizabeth Choy, O.B.E. (Nominated Unofficial Member).

Mr. C. R. Dasaratha Raj (Elected Member for Rochore).

Mr. H. J. C. Kulasingha (Elected Member for Bukit Timah).

Dr. C. J. P. Paglar (Elected Member for Changi).

Mr. A. Gilmour, C.M.G., Secretary for Economic Affairs (Nominated Official Member).

Mr. G. W. Davis, Commissioner for Labour (Nominated Official Member).

Mr. M. P. D. Nair (Elected Member for Seletar).

The following changes occurred during the year:—

Mr. E. J. Davies, Q.C., Attorney-General (*ex-officio* Member), proceeded on leave on 16th March, 1953, and returned to the Colony on 26th October, 1953. During this period Mr. C. H. Butterfield, Q.C., Solicitor-General (Nominated Official Member), acted as Attorney-General and Mr. R. M. Young, Director of Education, was appointed a Temporary Member in place of Mr. Butterfield.

Mr. A. Gilmour, C.M.G., Director of Commerce and Industry (Nominated Official Member), proceeded on leave prior to retirement on 19th March, 1953, and Mr. T. M. Hart was appointed a Temporary Member in his place.

Mr. W. L. Blythe, C.M.G., Colonial Secretary, was Officer Administering the Government and President of the Council for the period 11th April to 21st May, 1953.

During the period 11th April to 21st May, 1953, Mr. W. C. Taylor, Financial Secretary, acted as Colonial Secretary, and Mr. M. C. Compton acted as Financial Secretary.

Mr. C. H. Butterfield, Q.C., was on sick leave during the period 16th May to 16th June, 1953, and Mr. E. P. Shanks acted in his place.

Mr. A. McLellan (Nominated Unofficial Member), resigned on 26th May, 1953, and Mr. C. F. Smith was appointed in his place.

Mr. J. A. Harvey, Commissioner of Lands (Nominated Official Member), resigned on 10th July, 1953, on his transfer from the Colony and Mr. J. E. Pepper was appointed in his place.

Mr. W. L. Blythe, C.M.G., Colonial Secretary (*ex-officio* Member), retired from the Colony on 29th July, 1953, and Mr. W. A. C. Goode, C.M.G., assumed office as Colonial Secretary on 30th July, 1953.

Mr. R. M. Young, Director of Education (Temporary Member), resigned on 15th October, 1953.

Mr. C. H. Butterfield, Q.C. (Nominated Official Member), resigned on 26th October, 1953, and Mr. D. McLellan, Acting Director of Education, was appointed a Temporary Member in his place.



The Arts

IN ONE hundred and thirty years of commercial and political stability the fine arts have taken root in Singapore and made it a local centre for music, drama and painting. The city is very cosmopolitan. Traditional arts from many countries meet and interact producing new forms ranging from the severely classical to the frankly popular. As would be expected with a population which is 80 per cent Chinese the demand is mainly for Chinese art forms, especially the dramatic. The spread of English education and western culture have, however, led to a growing interest in western art, notably western music, amongst other races besides the European. It is only in the Chinese drama and in western or westernized music that there is a sufficient demand to support professional performances and the exponents of the more scholarly kinds of Chinese music, of western drama and of the visual arts are almost entirely amateur. The public concern to foster the growing interest in art was given expression in the building in 1903 of the Victoria Memorial Hall and Theatre, one of the more notable buildings of Singapore's waterfront, as an extension to a theatre which has existed since 1856. Many new centres have developed since then and the University of Malaya has come more and more to the front as a *venue* for serious dramatic and musical performances.

THE BRITISH COUNCIL

The British Council continued to assist local organizations by making its hall available for exhibitions and recitals. Study groups have been the main feature of its work in 1953. During the year twenty-four study group leaders were trained and forty-five study group courses organized.

Most of the Colony's educational establishments, its youth organizations and other bodies use the British Council's film and gramophone record library. The latter, being well-stocked with good recordings of classical music, drama and poetry-readings by well-known actors and authors, has a big turnover, while the Council's regular free shows of films from Commonwealth countries have enabled interested people to see a large number of documentary films not normally screened commercially.

DRAMA

So far as western drama is concerned the 1953 record of the three major amateur theatre groups clearly indicates that the demand for dramatic entertainment in Singapore depends upon the will and the ability of a few enterprising men and women to create a taste and satisfy it. Since very few, if any, professional companies reach the Colony the potential demand for plays in the English language is entirely supplied by amateurs working under unusual cultural and financial difficulties.

Three main companies produce at the Victoria Memorial Theatre, and they have a mutual agreement whereby the Stage Club and the Arts Theatre present plays in alternation, with interspersed productions from the Island Players. The Colony's oldest amateur theatrical organization, the Stage Club, continued in 1953 its policy of providing entertainment mainly in the shape of comedies, farces and comedy-thrillers, with occasional straight plays. The items chosen have generally had a recent success in London or are otherwise well-known. Six plays were produced in 1953 to consistently full houses. The Singapore Arts Theatre gave seven major productions in 1953, two more than in 1952. This company's policy of performing plays of a high critical standard, including the English classics, modern prose and poetic drama and European drama in translation, has not always been rewarded with the public response it deserves. An important event was the highly successful open air production of *The Yellow Jacket* by George Hazelton and Benrimo. It was played by an all-Asian cast, a conspicuous achievement since Asian actors are notable for their relative absence from the Singapore stage. The newest theatrical organization is the Island Players, formed late in 1952 and run as a dual partnership with the aim of producing dramatic and musical entertainment. Its first productions have been deservedly

successful and an expensive and spectacular *Alice in Wonderland* with special music, ballet and costumes drew capacity audiences for a week, a long run for Singapore.

Besides the three regular companies, the Indian Fine Arts Society produced and staged an Indian classical poem in translation and the Teachers Training College continued to present its plays in public. It gave three successful productions which included the first post-war revival of Gilbert and Sullivan complete with local allusions.

The drama of modern China is similar in form to the western idea of a play with its parts entirely spoken. Some notable performances were given in 1953 by schools and amateur groups. The classical Chinese drama on the other hand combines many arts in one. All such plays are accompanied by music and include singing; many include dance movements as well. It is difficult to treat separately of the musical and dramatic in their case. The Chinese music clubs of Singapore are thus in most cases dramatic associations also. They celebrate their anniversaries by putting on theatrical performances, either in theatres or in open spaces in the city. They always draw large crowds whose interest in the traditional drama of China persists despite a separation from the homeland. Most of the plays are drawn from Chinese history. Likewise drawn from Chinese history are the productions of the dozen or so professional companies based on Singapore. According to the gravity of the theme the performances may be likened to the opera or to the pantomime. The different companies give their plays in the different dialects of Singapore though the largest number are in Teochew. Librettists permanently employed by the companies continually produce new dialogues and songs from the wealth of traditional situations. Though performances are given in theatres and amusement parks the popular companies tour the villages of Singapore and nearby countries playing in each place for two days at a time. The tours are intensified during the Chinese seventh month around the date of the festival for departed spirits. The Chinese theatre which is traditionally devoid of curtains and scenery is undergoing considerable change in Singapore as a result of contact and competition with western drama and the cinema. Most productions are now elaborately staged. Traditional gestures and properties still remain.

In place of the theatre the Indian community supplies its dance. Two able exponents of this most rigorously formal art practised

in Singapore in 1953. Indian dance is in fact a form of drama since most of its movements tell a story. In Singapore the Indian dance has a growing appeal far outside the Indian community.

The subject of dramatic art cannot be left without reference to the cinema and to broadcasting. A glance at page 186 shows the wide variety of languages for which films are imported. Apart from the Malay film industry, which caters also for Indonesian audiences, no entertainment films are made locally but many of the Colony's cinemas show only Chinese or only Indian films. The best of these are often sub-titled in English or Malay and a large number of films in English and other European languages are sub-titled in Chinese. For the large number of people who never leave the small island of Singapore the cinema replaces travel and provides a wide ranging geography lesson. There are, as in other countries, the usual effects on the young of those lessons from the cinema which were better left untaught.

In a most varied and unceasing programme of activity in 1953 Radio Malaya broadcast English and Malay plays every week, Tamil plays twice weekly and Chinese plays every fortnight. A half of those broadcast in English and all of those in the other languages were produced in the studios of Radio Malaya. The standard was high and in Chinese, Malay and Tamil was as high as similar broadcasts elsewhere.

MUSIC

Though Chinese music comes largely from the theatre and recordings of theatrical music are broadcast at all times of day the more modern taste is for the westernized lyric. In this the piano, the violin and the saxophone take the place of the Chinese fiddle, flute and drum. The singers are popular figures of the weekly press and new tunes attractive to western ears but with a Chinese flavour are continually being made. To cater for the scholarly rather than the popular taste there are a large number of musical societies. Here a wider range of instruments is used and the music follows more exactly the ancient scales and purer forms which have grown up as a specialized art outside the theatre.

Malay music has largely grown up round the traditional dance, the *joget*, with a strong eastern flavour. It is in the hands of several professional troupes and undergoes continuous change in its contact with the musical ideas of other countries. Amateurs band themselves into *kronchong* parties which, with modern instruments,

work up unmistakably Malay themes with a strong western influence. For ceremonious occasions a number of *hadrah* troupes are available to perform on instruments of Arabic origin. As a new departure there is film music which reaches very wide audiences. There has been considerable improvement in popular Malay music since the local film industry began to attract composers and arrangers from Indonesia.

Indian music is almost entirely domestic so far as live performance is concerned. Radio Malaya includes popular modern Indian music in its programmes and a wide range of gramophone recordings are available.

During 1953 there was an exhibition of musical instruments from Europe, China, India and South-East Asia which in its week's programme included lectures and demonstrations on the music of the different countries represented. Live and recorded recitals of their music were given every day in the British Council Hall and were remarkably well attended.

Many observers have commented on the ever increasing interest in serious western music in Singapore. The growing taste is satisfied by radio programmes and gramophone recordings and it is frequently stimulated by visiting celebrities and the activities of local amateur groups of all races. A distinguished musician, struck by the unifying influence of western music, remarked, 'There are in Singapore two orchestras and a mixed choir. Their list of names reads like the Assembly of the United Nations.'

The Singapore Musical Society had a very successful year in 1953 not only with its own concerts but with concerts by visiting artists sponsored by it. Three orchestral and two choral concerts were given including one in honour of the Coronation and a memorable performance of Mendelssohn's *Elijah*. The organizers of this Society have been quick to exploit the talent of musicians in the front international rank who pass through Singapore on their journeys between Australia and the West; their tireless energy has been largely responsible for the growing public interest. The more newly formed Singapore Chamber Ensemble presented a festival of British music in association with the British Council. Choral and orchestral works by composers from Purcell to Abe Rowley and George Dyson were broadcast and relayed by loudspeaker to audiences which overflowed the British Council Hall. The Ensemble also sponsored two pianoforte recitals given by visitors. A number of these concerts and recitals were broadcast over Radio

Malaya which itself maintains a professional orchestra. This orchestra gave programmes three times a week of a rather less serious kind than the concerts of the amateur bodies. In addition local musicians, amongst whom are a number who received their musical education overseas, gave broadcast recitals at least once a week.

Music teaching is on the time-table of nearly all Government and Government-aided schools. Class singing which forms the basis of the work serves to create an interest for further studies. There is thus good scope for private 'studios' which now play an important part in spreading the love for good music. Most school-age instrumentalists are trained by private teachers and have long been sufficiently strong to form a Junior Symphony Orchestra under the Colony's Master of Music. In 1953 this orchestra collaborated most successfully with two secondary schools in a production of *As You Like It* and later gave a choral and orchestral concert at the Victoria Memorial Hall. There is no doubt about the healthy state of affairs in the musical growth of the young. Radio Malaya does much to foster this by giving opportunities for young musicians to find an audience. A number of them, having first been brought to the attention of the public through the radio are now appearing on the concert platform. Serious music is broadcast regularly in all Radio Malaya programmes particularly in *University of the Air* which includes recorded talks on music and musicians. Radio Malaya school broadcasts also include material on musical appreciation and provide weekly singing lessons of different standards in the four major languages.

VISUAL ARTS

In painting the cosmopolitan nature of Singapore is brought out by a continual interchange in artistic values. Painting and calligraphy are highly esteemed arts amongst the Chinese. The latter is invariably and the former is usually taught in Chinese schools. There is thus a large appreciative public amongst whom artists may find their patrons. Younger artists are making more use of the local environment in their landscape work and are tending to treat it with western techniques. Frequent exhibitions of paintings are mounted by the Chinese Chamber of Commerce.

The principal sponsor of western art is the Singapore Art Society which held eight exhibitions in 1953 in the British Council Hall. Here again the techniques were both eastern and western. One of

these exhibitions was the annual inter-school exhibition in which works of an increasingly high standard in many media were represented.

In photography the exhibitions of the Singapore Camera Club are growing in international repute. Studies by local photographers have found places of honour in international exhibitions overseas whilst at the same time well known photographers from as far afield as Europe and America have submitted entries for Singapore exhibitions. Much interest has been aroused by the more than successful attempts of some Chinese photographers, especially from Hong Kong, at capturing in their prints the subtlety of line of traditional Chinese painting.



Sport

EVER SINCE 1839 Sea Sports have been organized for all comers on New Year's Day. Competitors include the amateur sportsmen of the Colony's yatching, rowing and motor boating clubs but by far the majority are fishermen from the villages round the coast and from the neighbouring islands. The fishermen spend much of their spare time building special racing craft of local design and practising in them. Ships in harbour are dressed, happy crowds gather on Collyer Quay and the buildings behind, the sea is thronged with boats and the winners of each event receive their prizes from His Excellency the Governor aboard his launch.

Outstanding in 1953 was a tremendous Carnival of Sport held during Coronation Week in June. Every kind of sporting activity was represented and hundreds of clubs took part in events arranged all over the island. In addition thousands of school children attended inter-school sports competitions and the Junior Swimming Championships open to all children in the Colony.

In the latter part of the year the Singapore Olympic and Sports Council devoted its energies to preparing for the Asian Games to be held in Manila in 1954.

ANGLING

Salt water fishing as a sport has only lately become popular in Singapore. The Malayan Angling Federation was formed in 1953 and has a Singapore membership of about 200. Local waters are rich in species and in the right season offer swordfish and tunny.

ARCHERY

The single Archery Club held regular target days and two competitions in 1953. Classes for beginners were organized in view of the keenness in the junior section.

ATHLETICS

The Singapore Amateur Athletic Association consists of seventeen clubs with a membership of over 1,000. It is affiliated to the International Amateur Athletic Federation and to the Singapore Olympic Council. The Athletic Association was the first Singapore body to send a representative to the Olympic Games when an athlete went to London in 1948. It was also the first sports body to send a woman to the Olympic Games. For the fifth year in succession the Colony athletics team was successful in 1953 at the Malayan Championships in Kuala Lumpur. There is, of course, a large field of recruitment in schools and school girls and boys are amongst the Colony's star performers.

BADMINTON

Badminton can be said to be the national sport of Singapore; the relatively small courts fit easily into the average garden and have become innumerable centres of evening life. There is thus a never failing source of recruits for the larger clubs which vie with one another to produce international players. Singapore provided three players for the Malayan team at the international competition for the Thomas Cup won by Malaya in 1949 and retained since. At the end of 1953 the Singapore Badminton Association had some eighty-three clubs with a membership approaching 4,000. The Singapore Badminton Hall managed privately but built on land granted by the Singapore Government is probably the finest in the East.

Activities during the year included inter-club matches and a tournament for the Singapore National Championship. In the Malayan Inter-State Tournament with the Federation of Malaya the Singapore team just failed to retain the Challenge Cup it had won in 1952. Colony players took part as usual in overseas tours.

BASKETBALL

Basketball is the game of the Chinese schools and remained within them until other organizations took up the game recently. The Singapore Basketball Federation now has forty clubs and since the war has sent touring teams to neighbouring countries. It is affiliated to the International Basketball Federation and to the Singapore Olympic Council. In 1953 the Singapore side gained fourth place in the Far Eastern Championships in Bangkok.

Matches in Singapore were organized with teams from as far afield as America and South Korea. In addition there was the annual inter-club tournament.

BOXING

Professional boxing was moribund during 1953 but for the first time in the Colony's history an amateur Youth Boxing Championship was held. There were over 150 entries from schools and from the Federation of Boys' Clubs and the Singapore team beat a team from Western Australia by 33 points to 22. Later in the year a return match was played by a Colony team in Australia and succeeded in retaining the youth boxing trophy by a narrow margin.

The Singapore Amateur Boxing Association is the controlling body for the sport. It is affiliated to the Amateur International Boxing Federation and to the Singapore Olympic Council.

CHINESE BOXING

There are over a dozen Chinese athletic clubs which provide their members with traditional Chinese physical education. This takes the form of an extremely energetic, stylized system of exercises originally intended for use in combat and commonly called Chinese boxing. These clubs are also exponents of the traditional lion and dragon dances which call for very close teamwork and remarkable powers of endurance.

CRICKET

In the Singapore Cricket Association's fixtures for 1953 eighteen clubs took part. In matches against the States of the Federation of Malaya the Colony side won two, lost one and drew one. Efforts are being made to secure the services of a first class coach and to organize a coaching association.

CYCLE RACING

The seven clubs affiliated to the Cycle Racing Association had a membership of 113 in 1953 and promoted fifteen events including seven massed start road races.

FENCING

Five Fencing Clubs existed at the end of 1953. The sport was introduced by the Armed Services and is gaining greatly in popularity.

FOOTBALL (ASSOCIATION)

Football has flourished since 1892 when the Singapore Amateur Football Association was formed. By the end of 1953 there were over eighty clubs with 1,300 registered players and fifty registered referees. The Singapore Association is affiliated to the International Football Association and to the Singapore Olympic Council. Inter-club matches on the Singapore Padang opposite the Supreme Court and in the Jalan Besar Stadium are almost daily events during the football season from March to October and draw large crowds. In 1953 the Singapore side was less successful than before and lost the Malaya Cup to Penang in the final, though it succeeded in winning the Interport Trophy against Manila.

Football has always been popular in schools and recruitment for the future is thus well assured.

GOLF

There are three civilian golf clubs in Singapore all well supported. Two have eighteen-hole courses and one has a nine-hole course. In 1953 the Malayan Championships, held in alternate years in Singapore and the Federation of Malaya, were won by a member of the Selangor Golf Club.

HOCKEY

The Singapore Hockey Association has thirty-nine member clubs and is affiliated to the International Hockey Federation and to the Singapore Olympic Council. A Singapore team was unbeaten in the first Malayan Hockey tournament and won the final round against Perak in February, 1953. In the season beginning in September the member clubs were organized into three divisions. Preparations were made for the visit of an Indian team in 1954 in a programme designed to achieve international standards. Hockey finds its main supporters amongst the Indian community.

HORSE RACING

Eighteen days racing a year are organized by the Singapore Turf Club at the Bukit Timah Race Course which is considered to be one of the finest in the East. This club, founded in 1842, has large stables and a considerable permanent staff. It attracts large crowds on race days. The amateur sport centres round the Turf Club and the Bukit Timah Saddle Club which held a number of gymkhanas in 1953.

JUDO

Judo has become increasingly popular since the war and has its principal centre at the Young Men's Christian Association. The classes are completely mixed as to race and produced two public demonstrations in the year.

LAWN TENNIS

The Singapore Lawn Tennis Association with ten affiliated clubs reintroduced its inter-club competition and put forth much effort in encouraging the game in schools and in coaching schoolboys. Many tourists, including the famous Australian Davis Cup team, gave exhibition matches.

MOTOR CAR RACING

In 1953 the Singapore Motor Club organized eleven trials, rallies and other events in different parts of Singapore and south Johore. The principal event each year is the Johore Grand Prix.

OUTBOARD BOATING

Outboard boating and water ski-ing are new to Singapore and the first club was formed only in 1953. Its three regattas in the year provided the usual thrills for spectators and turned the attention of local boat builders to the design of the special craft required.

POLO

The Singapore Polo Club confined itself to games amongst its own members in 1953.

ROWING

Rowing has flourished on a small scale since the Singapore Rowing Club was formed in 1879. It was amalgamated with the Royal Singapore Yacht Club in 1921 and in 1953 became a founder member of the Far Eastern Amateur Rowing Association. The season extends from April to December during which time regular regattas are held. The climax was the annual Inter-Port Regatta held in the State of Brunei where the Colony team repeated its previous years' successes by winning the Inter-Port Challenge Cup for Fours as well as the events for Pairs and Sculls.

RUGBY FOOTBALL

Since the war rugby football has become increasingly popular in schools and more and more local teams have been formed. The Singapore Cricket Club and various Service teams provide the

senior fixtures. The main events of the season were the H.M.S. *Malaya* Cup matches, and the several appearances, arousing great local enthusiasm, of a fifteen of the First Fijian Infantry Regiment.

SWIMMING

Nearly all the younger citizens of Singapore can swim. Those that do not live near the sea or rivers go to the swimming pools maintained by the City Council and by private clubs. The Singapore Amateur Swimming Association now has twelve member clubs and produces international swimmers and water polo teams. It is affiliated to the International Swimming Federation and to the Singapore Olympic Council. The Colony champion represented Singapore at the Olympic Games in Helsinki in 1948 and local teams have appeared at other international meetings since. In water-polo two local leagues have been organized.

TABLE TENNIS

Table tennis has a large following in Singapore and the Singapore Table Tennis Association has forty-three affiliated clubs. Local players are up to international standard and took part in the Asian Championships organized in Singapore in 1952 and in Tokyo in 1953.

WEIGHT-LIFTING

This is a remarkably popular sport in Singapore where thirteen local clubs are members of the Singapore Amateur Weight-lifting Federation which is in turn affiliated to the International Weight-lifting Federation and to the Singapore Olympic Council. Performance in the lighter weights is up to international standard and in the many local contests in 1953 numerous records were broken. A weight-lifter gave the Colony its only point at the last Olympics in Helsinki in 1948. There has been a gratifying enrolment of recruits, men and women, of an age to give the Colony good service in years to come.

YACHTING

Of the five yacht clubs in the Colony the largest is the Royal Singapore Yacht Club with 126 registered boats; the remainder are Armed Services clubs. Regattas and races are held very frequently in the relatively sheltered but nevertheless hazardous waters of the harbour and the Johore Straits. The largest yachts now racing are of the International Dragon class, a Norwegian design.



Physical Features and Natural History

LANDSCAPE AND CLIMATE

THE COLONY of Singapore consists of Singapore Island itself and a number of adjacent islets, together with Christmas Island and the Cocos-Keeling Islands in the Indian Ocean.

SINGAPORE ISLAND

Singapore Island is situated off the Southern extremity of the Malay Peninsula to which it is joined by a causeway carrying a road and railway. The straits between the island and mainland are about three-quarters of a mile wide. The island is some 26 miles from east to west and 14 miles from north to south and about 224.5 square miles in area, including the adjacent islets. The City of Singapore is situated on the southern side of the island, in latitude $1^{\circ}17'$ North and longitude $103^{\circ}50'$ East. It is shown in the map at the end of this book.

Three structural units, each with a distinct surface expression, combine to form the Island of Singapore. In the centre and north coarse-textured, granite-like rocks give rise to low, rounded undulations averaging about 200 feet in height, while a range of hills, including Bukit Timah (581 feet), Bukit Gombak (437 feet), Bukit Panjang (434 feet) and Bukit Mandai (422 feet), forms a raised western rim to this rolling countryside. In the west and south of the Island shales and sandstones form a succession of scarps and vales; the eastern third is occupied by a platform of poorly consolidated sands and gravels, with its surface at about

100 feet. All three of these structures are frequently masked by sands and clays laid down by the present-day river system, while round the coast there are also deposits of mangrove mud and coral rock. The Island's river system has been considerably modified by artificial means. The headwaters of three of the main rivers, the Kallang, Whampoa and Seletar have been impounded to form reservoirs, while in most closely built-up areas streams have been confined within concrete-lined channels. In other places subterranean pipes have been laid down to relieve flooding, or lateral channels have been cut at the edge of floodplains to draw off storm-water from valley centres.

Owing to its proximity to the Equator the island's climate is characterized by uniform temperature, high humidity and copious rainfall. Although the days are hot and, on account of the high humidity, somewhat oppressive, the nights are usually cool enough for refreshing sleep. The average maximum temperature for the whole year is 87°F., the average minimum 74°F., and in 1953 the highest figure recorded was 95°F., and the lowest 69°F. The seasonal movement of tropical air masses to and fro across the Equator causes a twice-yearly reversal of the prevailing wind directions, so that winds tend to be southerly from May to October and northerly from November to April, the so-called south-west and north-east monsoons. There are no well-marked dry and wet seasons and rain falls throughout the year. December is the wettest month with a little over 10 inches while February, May, June, July and September are normally drier months with between 6½ and 7 inches each. However, 1953 departed somewhat widely from this average, for March was the wettest month with 10.24 inches, and October the driest with 2.01 inches. The average annual rainfall is about 95 inches, but the total for 1953 recorded at the Meteorological Station at Kallang Airport was only 75.33 inches. Rain falls on an average on one day in two.

Early records make it clear that the soils of the Island were originally red earths and laterites, but erosion consequent upon forest clearance has resulted in the washing away of the surface layers of the soil. Elsewhere agricultural and drainage operations have completely altered the character of the soils. In fact most of those under cultivation are a creation of the last century and a half.

The natural covering of forest and marsh which clothed the Island almost in its entirety when the British arrived has long since disappeared, very largely as a result of the shifting cultivation

practised by Chinese gambier and pepper planters in the nineteenth century. Today remnants of the original vegetation survive only on Bukit Timah and possibly in some of the more remote mangrove swamps. Over the rest of the Island the natural vegetation has been replaced by buildings and by cultivation, except for the 8,000 acres of the water catchment area which is under unproductive secondary forest, or *belukar*.

More than half the Island is in some form of cultivation. By area plantation crops are the most important, notably rubber, and coconuts, which together occupy about seven-tenths of the total cultivated area. The largest continuous tracts of rubber are on the granite in the centre of the Island, but there is also a fair sprinkling of plantations in both the eastern and western regions. Coconuts occupy something over a fifth of the cultivated area, mainly on the loose, well-aerated soils of the eastern platform. Many of the palms in the coastal belt from Siglap to Changi are the direct descendants of those plantations established by agricultural pioneers in the middle of the last century. Small-holder agriculture on the Island is of two types. On the one hand there are widely scattered holdings of mixed cultivation, and the farm-house of vertical wooden boards on a thin cement foundation roofed with attap and set amid tapioca, pineapples, bananas, tobacco, pepper, coconuts, fruits and vegetables, is one of the characteristic features in the landscape of rural Singapore. On the other hand there is the highly specialized production of leafy vegetables, mostly in low-lying areas peripheral to the City of Singapore, and particularly in the middle Kallang valley. This is as intensive an example of commercialized agriculture as any in the world. Farms average six-tenths of an acre, and the agricultural population in parts reaches the astounding figure of 7,000 per square mile. To the eye the landscape here is a mosaic of rectangular, cambered vegetable beds bordered by access paths with attap houses, small ponds and clumps of fruit trees dotted throughout at irregular intervals.

Villages on the Island are of a fairly uniform pattern. Most are elongated settlements, with a few Chinese shops fronting on to a main road and the rest of the houses scattered irregularly among mixed gardens. Coastal settlements are usually Malay fishing villages. The only region wholly devoid of habitation is the water catchment area.

More than three-quarters of the total population of the Island live within the municipal area of Singapore City, where the urban landscape, including the predominantly rectangular street-plan,

owes much to the foresight of Sir Stamford Raffles' *Town Committee* in the early eighteen-twenties and to the practical genius of G. D. Coleman in the eighteen-thirties. The sharply defined racial and economic groupings which originated with that *Committee* still persist despite a strong tendency towards occupational specialization. The Big Town, as the Chinese call their quarter to the south of the Singapore River, and the Little Town to the north of the river, form the core of the city, and except for large offices and business houses immediately south of the river, comprise narrow streets bordered by shop-houses. Beyond the Kallang River are the residential suburbs of Geylang and Siglap. Here too the streets are laid out rectangularly but the housing unit is the garden bungalow inhabited typically by a Eurasian or a Chinese family. The chief European residential suburb is that of Tanglin to the north-west of the town where the failure of spice plantations in the fifties and sixties of last century left a large area of dissected countryside available for housing. In recent years there has been a considerable extension of ribbon development along all the main roads leading out of the town, while there are several groups of temporary board-and-attap dwellings on the outskirts of the built up area. The Naval Base on the north coast, and the Army and Royal Air Force installations at Tengah, Seletar and Changi, are largely self-contained settlements, almost garden-cities, and are to a great extent insulated from the economic and social life of the Island.

All transport services focus on Singapore City, whence radiates a fan of main roads. These are linked by cross-ties of secondary roads, and, except in the water catchment area and the extreme west of the Island, the interstices are penetrated by dirt jeep-tracks and bridle paths. The Malayan Railway crosses the Island from Singapore City to Woodlands, where it is linked by means of the causeway over the Johore Strait with the Federation system. To the west of the City there are two miles of wharves with a low-water draught of more than 33 feet, while to the east the civil airport has been built on land reclaimed from the Kallang estuary.

ADJACENT ISLETS

The forty odd nearby islets present an appearance more or less approximating to what Singapore Island must have looked like in the past. The islands of Tekong and Ubin are cultivated in small-holdings though less intensively than Singapore Island. Most of the islets to the south are sparsely populated with Malays though little if any of the original vegetation remains. On the

other hand the industrialized islands known as Pulau Brani, Pulau Bukom and Pulau Blakang Mati are thickly populated and urbanized. All the islets to the south are surrounded by reefs and the waters between have numerous shoals. They are shown in the map between pages 208 and 209.

CHRISTMAS ISLAND AND THE COCOS-KEELING ISLANDS

Christmas Island is situated in the eastern part of the Indian Ocean, about 190 miles south of Java Head and 530 miles east of the Cocos-Keeling Islands (approx. $10^{\circ}30'$ S. and $150^{\circ}40'$ E.). Its area is only 64 square miles and it is composed entirely of coral limestone. Its only economic importance is as a source of mixed phosphates.

The Cocos-Keeling Islands lie about 600 miles south-west of Java Head and 530 miles from Christmas Island (approx. $11^{\circ}80'$ S. and $90^{\circ}50'$ E.). The group consists of an atoll of about twenty-five islets surrounding a lagoon, together with the single, isolated island of North Keeling some 15 miles further north. Only three of these islets have settlements of any importance, Home Island with its predominantly Malay village, Direction Island with a cable relay-station and West Island on which there is an air-strip used as a link in the air route across the Indian Ocean from Australia to South Africa. The only commercial product of the group is copra.

TOPOGRAPHICAL SURVEY

The Surveyor-General, Malaya, is responsible for the topographic survey of the Colony. The most recent map of Singapore is the 1953 provisional edition in twelve sheets on a scale of 1/25,000. This was prepared by the Pan-Malayan Survey Department from air photographs corrected by partial field check. Copies may be obtained at \$1.50 per sheet from the Chief Surveyor, Singapore, or from the Government Publications Bureau. The one inch map at the end of this book was compiled from data supplied by the Survey Department.

FAUNA

Initially the fauna of Singapore Island must have been very similar to that of the wooded lowlands of southern Malaya, but the development of the last hundred years has impoverished it considerably. Some of the mangrove remains, but the sandy stretches of the coast are no longer free and undisturbed. In the interior the original forest has been destroyed almost completely.

In general the birds and mammals now living wild on the island are restricted to the hardier and less retiring of the denizens of scrub woodland, small grassy areas and the forest edge. Less than a hundred years ago, at the time of A. R. Wallace's visits between 1854 and 1862, 'there were always a few tigers roaming about Singapore and they killed, on an average, a man every day'. The last authentic record of a local tiger was of a beast shot in 1924. The sambar probably disappeared at about the same time, and the little barking deer during the recent war; the banded leaf-monkey, the pig-tailed macaque or *berok* and the wild pig, all of which were certainly present until after the turn of the century, have probably died out in the last 20-30 years. There are always a few wild pigs in the broken country on the west of the island, and probably some in the water catchment area, but these are almost certainly animals that have escaped from domestication or, in the case of the former locality, crossed the Johore Strait. There are still true wild pig and the *berok* on some of the small islets south of Singapore, and it is known that the pig swim from island to island.

Less than fifty mammals are still known to be present on the island in a wild state, and even these consist largely of rats (six species), squirrels (seven species) and bats (about twenty-four species). The latter include the so-called flying fox (*Pteropus vampyrus*) a large fruit-eating bat with a wing-span of nearly five feet. In addition there is a tree shrew (*Tupaia glis*) and a house or musk shrew (*Suncus murinus*) both of which are very common in their respective habitats, and a monkey, the longtailed macaque or *Këra* (*Macaca irus*) which is present wild in the Botanic Gardens in some numbers. This small selection covers all the mammals known to the great majority of the people on the island.

The bird fauna of the island is similarly restricted. About 156 different kinds of bird are almost certainly resident here, while a further 125 species have been recorded as strays or winter visitors.

The common birds are mostly types found in grassland, open orchards and light woodlands on the mainland. The yellowvented bulbul (*Pycnonotus goiavier*), the magpie robin (*Copsychus saularis*), the whitebreasted kingfisher (*Halcyon smyrnensis*), the black-naped oriole (*Oriolus chinensis*), the longtailed tailor-bird (*Orthotomus sutorius*) and the yellowbreasted sunbird (*Leptocoma jugularis*) are plentiful on the island. On the other hand such families as the pheasants, hornbills, trogons and whistling thrushes are completely unrepresented. Human interference, or at least the

proximity of settlements, has probably had at least as much to do with their disappearance as the extensive deforestation. Several woodland birds are known from the nearby island of Ubin and even from the islets to the south though they are no longer present on Singapore Island itself.

About 40 of the 125 non-resident birds occur regularly and in some numbers, either as visitors throughout the northern winter or as passage migrants: some, mostly shore birds, are very plentiful during the period of their stay here. In many respects the numbers of migrants and winter visitors are disappointingly small, both in terms of species and of individuals. It seems that the great movements of birds along the shores of the Malay Peninsula travel past to the east and west of Singapore, and miss the island itself.

Reptiles are well represented. Of the non-marine forms four tortoises, between fifteen and twenty kinds of lizard and over forty kinds of snakes are probably still found. The commonest tortoise is the spiny hill tortoise (*Geomyda spinosa*) which is, often encountered in the catchment area jungle. The most noticeable of the lizards are the little house geckos or *chichaks*, which amuse newcomers to the tropics by their ability to walk upside down on the ceiling. So far from retreating before civilization these lizards flourish and multiply in houses, whose electric lights attract insects and furnish them with a copious supply of food. In gardens and along roadsides the flying lizard (*Draco volans*) is quite often seen gliding on outstretched membranes from one tree to another and the crested tree-lizard (*Calotes cristatellus*), often miscalled 'chameleon', is not uncommon. Malaya's largest lizard, the common monitor (*Varanus salvator*) is still found in the less densely populated districts, and occasionally raids chicken-runs in the rural areas.

Of the surprisingly large total of snakes, six are venomous but only two of these dangerously so. These are the two cobras, *Naja naja* the black cobra and *Naja hannah* the hamadryad or king cobra. The latter is the largest poisonous snake in the world and in July, 1950 a specimen of 15 feet 7 inches was captured in the catchment area near the Island Golf Club. The black cobra is by no means rare, but extremely few cases of its bite are reported and it can be said with confidence that in Singapore (and indeed throughout Malaya) the hazard of snake-bite need not be taken very seriously. Of the harmless snakes the house snake (*Lycodon aulicus*) is the most frequently encountered and the beautiful black,

green-spotted paradise tree-snake (*Chrysopelea paradisi*) is also very common. Pythons (*Python reticulatus*) are quite often captured but are usually not of any great size.

Frogs and toads are present in some variety. The common asiatic toad (*Bufo melanostictus*) is abundant and furnishes students of biology at the University with an introduction to the technique of dissection. The authors of the bellowing chorus that arises from swampy places in rainy weather are the so-called bullfrogs (*Caloula pulchra*). This species is said not to be native to Singapore but to have been introduced shortly before the beginning of the present century.

A considerable fauna of fresh water fish inhabits the island's ponds and streams, and especially the catchment area reservoirs. Many of them, by reason of their beauty and diminutive size, are favourites of aquarium keepers. Others are of interest from their peculiar habits; among these the celebrated climbing perch (*Anabas testudineus*) is worthy of mention. This fish possesses an accessory air-breathing organ which enables it to live for quite long periods out of the water provided it can keep its body and gill-chambers moist. In rainy weather climbing perches will deliberately leave the water and make their way across country in search of new dwelling places; in this way newly made ponds soon become colonized by them. One small fish, *Rasbora altior*, is quite common in the waters of the catchment area but has never been taken in any locality outside Singapore Island.

Of the terrestrial invertebrate animals little can be said beyond the fact that they are extremely numerous and varied. This is particularly true of the insects, and the catchment area jungle affords a rich hunting ground for the casual butterfly collector and the serious entomologist alike. A few of the invertebrates are noxious. The sting of the large scorpion (*Heterometrus*) and the poisonous bite of the big centipede (*Scolopendra*) are painful and severe but not to be regarded as dangerous. The giant snail (*Achatina fulica*) is a native of Africa but must now be accepted as a conspicuous, albeit unwelcome, member of the Malayan fauna. Introduced probably via Mauritius and Ceylon, it first made its appearance in Malaya about 1911. It is now a widely spread pest of gardeners and vegetable growers throughout South-East Asia and has even reached some of the islands of the tropical Pacific.

In conclusion mention must be made of the rich fauna found around the island's coasts. Fish, molluscs, crustaceans and many other animals occur in great variety, particularly as a number of distinct littoral environments are represented. These include gently shelving sandy and muddy shores and extensive mangrove swamps.

FLORA AND HORTICULTURE

The few remaining remnants of the original vegetation of Singapore island are now set aside as Nature Reserves. These are administered by a statutory Board of Management established in 1951. Settlement and tree-felling are prohibited. Thus on Bukit Timah there is a patch of typical lowland forest; in the adjoining water catchment areas there are fresh water swamp forest and peat swamp forest; and on the west and north coasts of the island areas of mangrove forest. These are in no way different from the large areas of such forest in the Malay Peninsula, forest which is typical of a humid tropical climate in which seasonal changes are slight. Except in the mangroves, where, because of the peculiar environment, there are comparatively few kinds of plants, the number of species in lowland forest is very high. There are no gregarious forests as in temperate climates but instead a bewildering complexity with as many as one hundred species of tree of commercial timber size in a single acre. Trees are the dominant feature and green the dominant colour. The forest is evergreen, although composed almost entirely of broad-leaved trees with very few conifers, and is never bare of leaves. Those trees that are deciduous shed their leaves and acquire a new set rapidly, never standing leafless for more than a few days. As seasonal changes are so slight there are no bursts of flower as in the spring of temperate climates. Very little flower is to be seen at any time, especially on the forest floor, which is covered with tree seedlings, shrubs and ferns. An interesting feature of this type of forest is the abundance of epiphytic plants, mostly orchids and ferns, which perch on the branches of trees and have no connection with the ground. As grasses and sedges are mostly plants of the open there are few to be found in forest, but there are many to be seen in the more open parts of the island.

Although the greater part of the native forest has been destroyed, Singapore is still a land of trees, which are planted in every garden and along all roads. Here and there are expanses of low scrubby growth of lalang grass, where the soil has been exhausted

and eroded, but even here plants of interest, such as the Pitcher plants, may be found. Outside the urban areas, wherever the soil is suitable rubber, coconuts, fruit trees and vegetables are cultivated. The opening up of large areas and the destruction of the natural vegetation which has, of course, gone on for many years, has allowed alien plants which could not possibly invade forest to become established. Many of these are now so common and so familiar a feature of the vegetation that it is hard to believe that they are not native.

The study of the Malayan flora is undertaken by the scientific staff of the Botanic Gardens where cultivated rubber was first exhibited to the public in 1891 by H. N. Ridley. There is a large herbarium of Malayan plants built up over many years and constantly being added to, either by collections made by the staff themselves or by material acquired in exchange from other botanical institutions in the Federation of Malaya or overseas. The main preoccupation is the preparation of a revised flora of Malaya. So much new material and new knowledge has accumulated since the publication of Ridley's *Flora of the Malay Peninsula* in 1922-25 that that work is now out of date and a new flora is urgently required. The first volume of the new flora appeared in 1953 entitled *Orchids of Malaya* by Professor R. E. Holttum. In Ridley's *Flora* the orchids were described in less than 230 pages. The present volume has over 700 pages and describes nearly 800 native species. It deals also with many cultivated kinds and hybrids. Technical papers dealing with the flora and related subjects are published in the *Gardens' Bulletin, Singapore*, of which Volume 14, part 1 appeared this year. One paper in this issue gives a list of 37 species new to the flora of Singapore, of which 12 are new to Malaya as well. Most of these are small plants or weeds accidentally introduced. The publication of revisions of groups of plants in the *Gardens' Bulletin* is a necessary preliminary to the preparation of the revised flora, as such revisions are cast in a more detailed and more technical form than that suitable for a flora which must be designed to be intelligible to the layman and the amateur as well as to the professional.

In recent revisions, and in those at present being undertaken, the great amount of material collected in the past thirty years or so by the Gardens and by the Forest Department of the Federation of Malaya reveals large numbers of undescribed species and species of neighbouring regions not yet recorded from Malaya.

The great richness of the Malayan flora is emphasised by the fact that undescribed species are still being found in the small patches of forest at Bukit Timah and in the Botanic Gardens.

The Botanic Gardens is not only a centre for research on the Malayan flora. It is also a horticultural research centre and a popular public park. The cultivation of native plants is studied and each year many plants which may be of horticultural or economic interest are introduced for trial from other tropical regions of the world. The problem is to discover under what conditions these exotic plants may best be grown and how they may be propagated. One great difficulty in the climate of Singapore is to provide sufficient colour in the garden. Different methods from those employed in temperate or dry climates must be employed. The general solution is to use flowering shrubs; those that flower continuously or at very short intervals are obviously the most rewarding. Nearly all such garden plants originate from countries other than Malaya, which has little to offer in the way of easily grown plants suitable for local gardens. It is therefore an essential function of the Botanic Gardens to introduce and display as many garden plants as possible so that people can see what is available and what will suit their own gardens. One such successful introduction has been the New Guinea climber (*Mucuna Bennettii*) which several times a year makes a spectacular show of trusses of flame-coloured flowers.

Apart from purely decorative plants the Botanic Gardens maintains collections of native and exotic plants of interest to the student and the botanist. It is manifestly impossible to show, in a limited area, anything more than a small sample of the native flora and of related plants from other countries, but even so the number of species of trees, palms, shrubs and other woody plants on the lawns and in the jungle area is enormous. Individual collections of bamboos, native Malayan ferns and native Malayan orchids, for example, are maintained and added to as opportunity serves. Many people are interested in the curious fleshy plants, usually called succulents, which grow in the more arid parts of the world. Some of the larger kinds, belonging to the Cactus family, and a few others, will grow quite well out of doors in Malaya provided that they are planted in a very well drained situation, but the smaller kinds must be sheltered from rain and given special treatment.

The programme of breeding orchid hybrids, begun many years ago, is being actively pursued. The aim of this work is two-fold, to produce new hybrids of horticultural merit and commercial worth, and to investigate relationships between various groups of orchids. Experiments in improving the culture medium and accelerating the growth of the seedlings in the first stages in flasks, in manuring young seedlings, and in the cultivation of the mature plant have been carried on during the year with satisfactory results. New crosses are continually being made, both in the Gardens and by local growers, some of whom have mastered the technique of raising seedlings in flasks under sterile conditions.

One group of Singapore hybrids called Aranda, which are crosses between *Arachnis* and *Vanda*, has proved almost entirely sterile both when selfed or when crossed with other related species or hybrids. This makes it impossible to breed improved Arandas. However, persistent attempts have resulted in fertile seed from a few crosses involving Aranda and other groups, which it is hoped may provide a starting point for new strains. The past year has not seen the flowering of any spectacular new hybrids but there have been a few of interest. One is to be given the name *Vanda-chnis Coronation*.

The increasing interest in and popularity of hybrid orchids is reflected in the competitive and other entries at the annual Flower Show sponsored by the Singapore Gardening Society. Each year more plants of higher quality are displayed by amateur and professional growers alike, who have reason to be proud of the high standards they have attained.



History of Singapore

IN 1819, at the beginning of the year, six ships of the Honourable East India Company lay off an island in the Straits of Malacca. From these on 28th January a small boat put off carrying two white men and a sepoy guard. One of them, though not yet 38, had already made his mark in the world. He had saved Malacca from destruction, he had suggested the conquest of Java and ruled that island as Lieutenant-Governor for five years, he had been censured by the Company and knighted by the Prince Regent; he was now Lieutenant-Governor of the moribund settlement of Bencoolen in Sumatra and commissioned, at his own suggestion, by the Governor-General of India to establish a trading station in Riau or Johore. His name was Thomas Stamford Raffles.

The boat nosed its way up a mangrove-lined creek till it reached a clearing where stood some fifty attap huts and a somewhat larger house, the residence of the Temenggong, the Malay governor of the island. The Temenggong met the white men as they landed, with gifts of fruit: through the hot mid-day hours they talked in the cool dimness of the chief's verandah: and when Raffles put back to his fleet the foundation of the Colony of Singapore had been laid.

The Temenggong would treat but was nominally a subordinate, and Raffles sent for Tengku Husein, Sultan *de jure* of Johore-Lingga, though supplanted with Dutch connivance by his younger brother. Husein, too, would treat and on 6th February the Sultan and Temenggong agreed to the building of a British factory on Singapore Island and equally to exclude from their territories all other powers. Raffles' 'political child' was born.

Henceforward, Raffles was to refer to 'my city of Singapore'. He was richly entitled to do so. It had been his researches which had informed him of the forgotten past of the island, of the prosperous commercial centre which had flourished there under the name of Singapura, the 'Lion City', in the thirteenth and fourteenth centuries, and had been destroyed by the Javanese in or before 1377. It was his imaginative power which had revealed to him the immense strategic and commercial value of its position commanding the southern entrance to the Straits and on the most direct route to the Far East.

It was his strong commonsense which told him that men commonly dislike restrictions, especially in trade, and led him to enunciate that economic principle of the 'free port' upon which the foundations of Singapore's prosperity were laid. It was his self-confidence and audacity which prompted him to an action which he knew must provoke general and bitter opposition. Nor was he mistaken. The Dutch protested forcibly against the interloper. Colonel Bannerman, the Governor of Penang, timorous and jealous, foresaw the blackest disaster. The East India Company directors in Leadenhall Street were apprehensive, and stated their objections to the Governor-General, Lord Hastings. He had no liking for the situation, but since the thing was done it had better remain so, and he had no use whatever for the threats or claims of the Dutch.

So no decision was taken and meanwhile, though Raffles himself was struggling with derelict Bencoolen, his off-spring began to speak for itself, and with authority. No more than 150 when Raffles landed, the population rose to over 10,000 by 1824. Trade, hitherto non-existent, by 1820 far excelled that of Malacca. In 1822 the value of imports and exports was \$8,568,151; in 1823 it had jumped to \$13,268,397. Patently this infant prodigy was an asset which could not be surrendered.

Nor was it. By the Treaty of London, 17th March, 1824, Holland withdrew its objections to the occupation of Singapore and ceded Malacca, while Britain gave up Bencoolen and all the Company's possessions in Sumatra. At the same time British sovereignty in Singapore was placed on a sound juridical basis by a treaty with the Sultan and Temenggong on 2nd August, 1824 which ceded to the East India Company the Island of Singapore in full sovereignty and property.

Meanwhile, in 1822-3, Raffles had paid his last visit to Singapore and, working with his usual titanic energy, had endowed it with a magistracy, a code of laws and a police force, trading regulations

and a town-planning scheme, and, as he hoped, an institution which would make Singapore the intellectual as well as the commercial entrepôt of South-East Asia. In 1824 he returned to England where he died in 1826, not yet 45.

In the succeeding years the phenomenal progress of his creation showed no sign of diminution. The trade figures were £2,610,440 in 1825, £13,252,175 in 1864. The population which at the first census in 1824 numbered 10,683, had risen by 1860 to 81,734 of all nationalities, but with a significant majority (over 50,000) of Chinese. Singapore had completely overshadowed its sister settlements of Malacca and Penang, with which it had been incorporated in 1826 as the Straits Settlements, and it was natural that the seat of government should be transferred from Penang to Singapore in 1832. Singapore was doing well but, thought its inhabitants, could do better: and the drag on its further progress was the fact that it was an outlying possession of a distant government in India, which did not consult local interests.

The Straits Settlements had been put under the Presidency of Bengal in 1830 and transferred to the direct control of the Governor-General in 1851. It was all one to Singapore: it disliked in increasing measure government from India and in the fifties its discontent became vociferous. It complained in general that the supreme government sacrificed the interests of the Straits Settlements to those of India: in particular that it interfered with the currency to the detriment of trade, that it sought continuously to infringe the sacred principle of the 'free port' by revenue-producing devices, and above all that by its policy of strict non-intervention with the Malay States of the hinterland, it held back the Singapore merchants from developing a large territory of great potential wealth but now so sunk in irremediable anarchy as to render regular trade impossibly hazardous.

The Government of India, for its part, was quite willing to let its wayward dependencies depart in peace. Prosperous the Straits might be, but so low was the taxation that they were actually a burden on the Indian Government. Moreover since the abolition of the Company's monopoly of the China trade in 1834 India was no longer interested in the Straits; it was difficult to find suitable officials for the territory and protection in war was impossible. By all means, therefore, transfer the Straits Settlements to the Colonial Office. So reasoned the Viceroy, Lord Canning, in 1859, and in 1860 the transfer was agreed in principle. To settle the details was another matter. In addition to the parties to the transfer, the War Office and the Treasury were involved, and it was not until 10th

August, 1866, that an act was passed to transfer the control of the Straits Settlements from the Indian Government to the Colonial Office. On 1st April, 1867, the transfer was formally effected and the Straits Settlements became a Crown Colony.

The proximate result was the dropping of the policy of non-intervention and the inauguration of a policy of protection and guidance in the native states of the peninsula which in a few decades converted an unhealthy, sparsely-populated and anarchic country into the most prosperous and best developed of all Britain's tropical dependencies. In this development Singapore played a primary part and in the resultant prosperity she had her share. It was in Singapore that European processes of tin smelting were introduced in 1887 with the result that in 1939 Singapore smelted more tin than England and Holland combined. It was in Singapore and in Perak that *Hevea Brasiliensis* was successfully cultivated in 1877; it was the Director of Singapore's Botanic Gardens, H. N. Ridley, who in 1891, first exhibited cultivated rubber to the public, and though Singapore grew comparatively little rubber itself, it became the chief rubber export centre of the world and in 1918 out of a total trade of \$512,229,753 the value of rubber exported was \$153,455,920. Population followed prosperity in a continuous upward curve: a century after Raffles' landing the population within the municipal limits was estimated at 305,000; in 1931 it was 559,945 of whom 74.9 per cent were Chinese. In 1953 the total population of the Colony of Singapore was estimated at 1,123,172 of whom 77 per cent were Chinese.

With justice could the Singapore Chamber of Commerce refer in 1919 to 'the wondrous growth of the trade of the Port'. In that respect Raffles' expectations had been fulfilled completely. But in two major respects his aspirations remained ungratified.

His strategic eye had not failed to perceive the key position of Singapore or the vital line of trade and communications which runs through the Mediterranean and Indian Ocean to China and the Antipodes. Singapore, he wrote, will become the Malta of the East. But prior to the 1914-18 war little resemblance was apparent. In 1873 indeed Singapore was described as 'defenceless' and though the adjacent islands of Blakang Mati and Pulau Brani were subsequently fortified, the garrison of Singapore in 1914 consisted of no more than the equivalent of two battalions, while from the naval point of view it was no more than a port of call and coaling station.

The emergence of Japan as the third naval power in the world fundamentally altered the strategic situation. Japan had hitherto been an ally, but was known to have wavered in 1918 and to have

entertained aspirations which must bring her into conflict with British interests. The protection of the Indian Ocean and of the Antipodes necessitated the presence of a battle-fleet in Eastern waters: a battle-fleet required a naval base with adequate docking facilities and there existed none such from Malta to Pearl Harbour. So in 1921 the Imperial Conference decided that Singapore should become, as Raffles had foreseen, the Malta of the East. By 1938 a first class naval base had been constructed with graving and floating docks to accommodate the largest capital ships. An air base was established, the garrison multiplied and the peaceful commercial city was transformed into a fortress. But Singapore differs from Malta in one essential particular, in that it has an extensive hinterland from which it is separated only by a narrow strait. Lacking naval and air support the fortress succumbed to a Japanese land attack in February, 1942. For three and a half years Singapore, under the alias of Syonan, remained perforce under Japanese rule. On 5th September, 1945, the forces of South-East Asia Command under Lord Louis (now Earl) Mountbatten, fresh from their great victories over the Japanese in Burma, bloodlessly recovered Singapore, largely intact but shabby and despoiled, and with its people starving.

For almost seven months Singapore remained under the British Military Administration, but civil government was resumed on 1st April, 1946, with Singapore no longer part of the Straits Settlements, but constituted as a separate Colony, together with Christmas Island and the Cocos Islands. Penang and Malacca became part of the new Malayan Union (now the Federation of Malaya), and Labuan became part of North Borneo. It had, however, been clearly stated in a White Paper submitted to Parliament in January 1946 containing the proposals for these constitutional changes that it was 'no part of the policy of His Majesty's Government to preclude or prejudice in any way the fusion of Singapore and the Malayan Union in a wider union at a later date should it be considered that such a course were desirable'.

Singapore's development in democratic government has continued steadily. In March 1948, the first elections for the Legislative Council took place when six members were elected by popular vote and a further three elected by the three Chambers of Commerce. The Council had a majority of unofficial members, including four nominated by the Governor, and was admitted to membership of the Commonwealth Parliamentary Association in 1949. By the time of the elections in March 1951, the number of popularly elected members had been increased from six to nine, and the Council

elected one of its unofficial members to be its vice-president. The Constitution was further amended to permit the unofficial members of the Legislative Council to elect two of their number to the Executive Council. At the end of 1952 consideration was being given to a further increase in the number of elected members of the Legislative Council, and to the election of a Speaker.

Democratic development has not been confined to the Legislative and Executive Councils. The first Municipal Elections were held in March 1949, when eighteen out of a total of twenty-seven Municipal Commissioners were elected by popular vote. In September 1951, the title of a City was conferred by Royal Charter and the Municipal Commission became the City Council. In the rural areas, the village committees which came into being in 1946 and 1947 became rural district committees and provided a useful link between the inhabitants and the Rural Board. At the end of 1953 a Constitutional Commission was appointed to undertake a comprehensive review of the constitution of the Colony, including the relationship between the Government and the City Council, and to make such recommendations for changes as were deemed desirable.

This constitutional progress has taken place despite what is known as the Emergency. Early in 1948, the leaders of the Malayan Communist Party decided to switch the main emphasis of their policy from penetration of workers' movements to a campaign of violence, and in April of that year the campaign opened both in Singapore and the Federation of Malaya, with the result that special emergency powers were taken by the Governments of both territories. Many leaders of the Party in Singapore whose main occupation had been the fomenting of industrial disputes in Singapore went to the Federation to join their comrades in the jungle in the campaign of armed terrorism which still continues. The manifestations of this campaign though not as serious or as spectacular in Singapore as in the Federation included cases of murder and arson, and it has needed constant vigilance and the use of the emergency powers to keep the threat in check, and to disorganize the control centres of the local Communist organization as they regrouped from time to time. Fortunately there are signs that the tide has turned and that we may look forward before too long to the time when the democratic progress of our institutions can proceed without the restrictions inevitably inherent in the organization necessary for the combating of a campaign of terrorism.

'Education,' wrote Raffles in 1823, in a minute which should be more famous than Macaulay's, 'must keep pace with commerce in order that its benefits may be ensured and its evil avoided'. He advocated therefore the establishment of a college to educate the higher classes of the native population and to facilitate research into the 'history, condition and resources' of South-East Asia. When he left in 1823 the foundation stone of his institution was laid and a liberal endowment provided. But the conception was too lofty for his successors, the endowment was dissipated, and only in 1837 was the institution put to use as a school. For a century education languished and in 1919 the editor of the *Straits Times* could write of the 'deplorable' condition that existed in this respect.

One very important step had been taken in 1905 when a medical school was established which developed into the King Edward VII College of Medicine. But it was not till 1918 that a committee appointed to make recommendations for the celebration of the centenary of Singapore unanimously reported 'that the most suitable memorial is a scheme which will provide for the advancement of the education of the Colony with a view to laying securely the foundations upon which a university may in course of time be established'. From this report proceeded Raffles College which was opened in 1928 as a centre for higher education of a university standard. The union of Raffles College and the King Edward VII College of Medicine into the University of Malaya came to pass in 1949 and that last and most resplendent of Raffles' visions of Malaya as the cultural centre of South-East Asia was fulfilled.

HISTORICAL NOTE ON CHRISTMAS ISLAND

Christmas Island was discovered and named by Captain William Mynors of the *Royal Mary* who sighted it on Christmas Day, 1643, while on a voyage from Java to the Cape. The earliest recorded landing is that of a party sent ashore by William Dampier in 1688, but the island remained little known, and was seldom visited, until the latter part of the nineteenth century. The first official attempts at exploration were made by men landed from H.M. ships in 1857 and 1887.

The reports arising from these visits were unpromising, but some of the geological specimens brought back were found to be almost pure samples of phosphate of lime and the British Government was moved to annex the island in June, 1888 placing it under the jurisdiction of the Government of the Straits Settlements. Attempts

to work the phosphate deposits were made by various individuals including members of the Clunies-Ross family, who had established themselves on the Cocos Islands, and by 1897 the Christmas Island Phosphate Company had been formed.

Extensive work on the opening up of quarries on the north side, near Flying Fish Cove, began early in 1897. The following year 200 Chinese labourers, the fore-runners of a larger labour force, were brought to the island and in 1900 the first consignment of phosphates was put on board ship by means of lighters, and the island's exports began. In the course of time the deposits on the north of the island became exhausted and a railway was built eleven miles across the central plateau to the extensive beds around South Point. Since 1920 only these beds have been used and the phosphate has been carried across the island to the drying and grading factory at Flying Fish Cove where it is loaded aboard ship by conveyor belt. Production continued steadily except during the Japanese occupation of 1942 to 1945. On the 1st January, 1949 the Christmas Island Phosphate Company's undertaking was purchased by the Governments of Australia and New Zealand on whose behalf the Christmas Island Phosphate Commission was established. In recent years production has been about 350,000 tons annually. The population, entirely depending on the phosphate, was 1,790 in 1953.

HISTORICAL NOTE ON THE COCOS-KEELING ISLANDS

The isolated northern island of the Cocos-Keeling group is traditionally believed to have been discovered by William Keeling, a merchant captain of the East India Company, while homeward bound from Bantam in 1609. The islands remained unowned and uninhabited until Alexander Hare, an English adventurer, and John Clunies-Ross, a Scottish seaman, established small settlements at different points on the main atoll in 1826 and 1827. The two did not see eye to eye and each sought his own champions to support his claim to ownership of the islands. Finally, about 1831, Hare returned to Java leaving Ross and his heirs in sole possession. Official recognition for which Ross had asked was granted in 1857, when Captain Freemantle of H.M.S. *Juno* formally declared the group to be part of the British Dominions. In 1878 responsibility for their supervision was transferred from the Colonial Office to the Government of Ceylon, and in 1882 to the Government of the Straits Settlements. Finally in 1903 they were officially incorporated in the Settlement of Singapore.

From the earliest days the economy of the settlement has been based entirely on the coconut palm. Fish are plentiful in the lagoon, but all rice and many other foodstuffs have to be imported and, like clothing and other semi-essentials, paid for from the sale of copra and other coconut products. Although conditions seem to have been hard at first the island was exporting as much as £25,000 worth of copra a year in the eighteen-nineties and supporting a population of 500 to 600 Malays.

Favourable conditions continued until 1909, when the islands were struck by the worst cyclone in their recorded history: about 400,000 coconut palms were uprooted or decapitated and the accompanying tidal wave left only five buildings standing. Five years later they lost their trading schooner, the *Ayesha*. Normal production was eventually resumed and steadily increased but the low price of copra made it impossible to support the growing population which, by 1945, had reached the 1,800 mark. With little likelihood of copra ever reaching a price that could support so many people the fifth owner (John Cecil Clunies-Ross) reversed the policy of his predecessors, and a scheme was devised under which all islanders who wished to do so were assisted to emigrate. Small numbers elected to go to Christmas Island and Singapore, but the majority chose to resettle in North Borneo where employment was found for them. Emigration was completed by 1952 and only some 350 persons decided to remain on the islands.

Though a small cable relay station was established in 1901 and the islands were bombed they were never subjected to Japanese occupation. They are on the route from Australia to Africa and Asia and are still used for telegraph purposes. In 1951 their position in the Indian Ocean was further exploited by the rehabilitation of a wartime airfield now in regular use on the Australia-Africa route. The population has therefore again been increased, this time by Europeans employed on the airfield and in connected services.

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UNTIL SINGAPORE began to be administered as a separate territory in 1946 there were few subjects in which works were prepared dealing with it alone. No satisfactory detailed bibliography of Singapore has yet been published; the following is intended only as a guide to the more important books and articles which are in print or are available in public libraries.

The laws of the Colony are published in the weekly *Government Gazette Supplement* as they are made and again in the annual *Supplement to the Laws of the Colony of Singapore*. *Council Papers* presented to the Legislative Council and the *Proceedings of the Legislative Council* are published separately as are many other official documents. Nearly all departments of the Government and of the City Council publish annual reports some of which are listed below. The Government Printer issues regular catalogues of Government publications which may be obtained from the Government Publications Bureau, Fullerton Building, Singapore, 1.

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Index

- ABATTOIRS**, 72
Accidents,
 aircraft, 177, 197
 industrial, 33, 34, 118, 119
 road, 172
 shipping, 156
Accountant-General, 39
Adoption, 123
Adult education, 6, 97
Agriculture, 70, 71, 228, 235
 Division, 37, 70
 employment, 22, 30, 70
 land shortage, 68, 69
Aircraft
 accidents, 177, 197
 registration, 164, 168
Aircrew, 164, 165
Airfields, 165-7, 242, 246
 Paya Lebar, 6, 98, 166, 176, 186
Air Force, Malayan Auxiliary, 196, 197
Air services, 164
Air Training Corps, 202
Aliens registration, 19
Almoners, hospital, 101
Ambulance service, facing 97, 144, 145
Angling, 220
Animals, 148, 230-4
 industry, 71, 135
Appeal Courts,
 Civil, 122, 123
 Criminal, 126, 128
Apprenticeship, 21, 34
Approved schools, 113, 114, 127, 128, 137
Arbitration, 31, 118
Archery, 220
Architect, City Council, 49, 138, 148
Archives, official, 97, 178
Armed Services (U.K.), 104, 191, 198, 201, 229, 241, 242
 employment of civilians, 22, 27, 31, 86, 191
 sport, 222, 224, 225
 (see also Local Forces, Military Service, Royal Air Force, Royal Navy)
Art, 213-9
Arts Theatre, 214
Assignee, Official, 37, 124, 125, 208
Assizes, 126, 128
Athletics, 221
Attorney-General, 2, 208
Audit Department, 37, 39
Australia, facing 64, 72, 245
 communications with, 149, 164, 168, 174, 177, 246
 education in, 96, 207
 sport, 182, 222, 224
Automobiles (see Motor vehicles)
Auxiliary Fire Service, 199
BADMINTON, 95, 221
Bankruptcy, 123, 124
Banks and Banking, 55-8, 65
Basketball, 95, 221
Beacons, navigational, 155, 167
Bencoolen, 239
Betting tax, 36, 42, 47
Bibliography, 247-52
Bicycles, 170, 176
Birds of Singapore, 231, 232
Birth rates, 5, 12, 14
Blind welfare, 113, 114
Blood transfusion, 99, 104
Blue Cross Society, 109
Board of Film Censors, 37, 121, 187
Boat building, 163, 164, 224
Borneo, 54, 65, 73, 118, 242
 communications with, 164, 168, 174, 175
 labour migration, 26, 246
Botanic Gardens, 231, 235-7, 241
Boxing, 222
Boy Scouts, 115
Boys' Brigade, 115
Boys'
 clubs, 115, 222
 homes, 113-5
Boys' Town, 115
Brick making, 75
Bridge building, 5, 138, 169, 170
British Broadcasting Corp., 181, 182

(More important references are printed in italic numerals)

- British Council, 137, 213, 214, 217, 218
 British Overseas Airways Corp., 165, 177
 British Red Cross Society, 109, 114
 Broadcasting, 181-6, 216-8
 Department, 37, 94, 179-85
 licences, 156, 165, 181, 182
 programmes, 182-5
 schools, 94, 183, 218
 ships and aircraft, 155
 wired (rediffusion), 185, 186
 Brunei, 26, 34, 118, 175, 224
 Budget,
 City Council, 50, 209
 Government, 35, 205
 Building, 138, 148
 industry, 22, 23, 30, 34
 materials, 64, 72, 75, 80, 83
 societies, 86, 87
 survey and control, 49, 81, 86, 119, 145
 Bukit Timah Road, 169
 Bukom, Pulau, 62, 156, 159, 230
 Bunkering, ships, 159, 160
 Burma, 63, 73, 164, 167
 Buses, motor, 170, 171
 Bushey Park Home, 113
 Business firms, 65
 CABLE AND WIRELESS LTD., 174, 199
 Cable manufacture, 174
 Cadet Corps, 200-2
 Cambodia, 74
 Cargo and cargo handling,
 air, 166
 rail, 169
 sea, 149, 157, 159, 160, 162
 inspection, 156
 Cargo boats, 150
 Car parks, 80
 Cars (see Motor vehicles)
 Casualties (see Accidents)
 Cattle, 71, 72
 Causeway, 229
 Cement, 60, 64
 Censorship of films, 37, 121, 187
 Census,
 population, 9, 10
 manual workers, 21
 road traffic, 80
 Ceylon, 57, 233
 communications with, 153, 154, 164, 168
 Chambers of Commerce, 66, 203, 205, 218, 241
 Changi Prison, 136, 137
 Charitable societies, 109, 113-5, 131, 153
 Chemistry Department, 37, 108, 134, 156
 Chief Justice, 122
 Children's social centres, 116 (see also Juveniles)
 China, 55, 64, 215, 217
 Chinese Secretariat, 37, 180
 Cholera, 99
 Christian mission hospitals, 101, 103
 Christmas Island, 68, 134, 168, 175, 203, 226
 geography, 54, 230
 history, 242, 244-6
 population, 9, 12, 17, 245
 Christmas Island Phosphate Co., 245
 Cinemas, 186 (see Films)
 Citizens' Advice Bureau, 110
 City Architect and Building Surveyor, 49, 138, 148
 City Assessor, 49
 City Cleansing and Hawker Dept., 49, 146, 147
 City Council, 1, 2, 7, 73, 75, 136, 198, 204, 205, 209, 225, 243
 employment in, 24, 27, 33, 207
 finance, 39, 47-51, 89, 102, 158, 206, 209
 housing and building, 67, 78, 79, 83, 85, 86, 138, 148
 (see also electricity, fire, gas, water)
 City Engineer, 49, 138, 145, 146, 169, 171, 172
 City Health Officer, 49, 78, 99, 101-3, 108
 City Treasurer, 49, 50
 City Vehicles Department, 49, 170
 City Veterinary Surgeon, 49, 72
 Civil Aviation, 164-8
 Department, 37, 164
 Organisation, 164, 165
 Civil Defence Corps, 198, 199
 Civil Defence Forces, 198-200
 Climate, 227, 234
 Clinics, out-patient, 99, 102-7
 maternity, 104, 105
 schools, 6, 103, 107
 Clubs,
 Camera, 219
 Flying, 202
 sports, 220-5
 Stage, 214
 Turf, 47, 223
 Coal, 143, 159

(More important references are printed in *italic numerals*)

- Coconuts, 235, 246
 estates, 70, 228, 229, 235, 246
 oil milling, 60, 63
 Cocos-Keeling Islands, 68, 176, 183, 203, 226
 geography, 54, 230
 history, 242, 245, 246
 population, 9, 12, 17, 246
 trade, 246
 Coinage, 55
 Coleman, G.D., 147, 229
 Colombo Plan studentships, 96, 207
 Colonial Development and Welfare Schemes, 6, 36, 37, 40, 41, 166
 Colonial Development Corporation, 76
 Colonial Office, 68, 240, 241, 245
 Colonial Secretary, 203, 208, 210, 211
 Commerce, 3, 59-64 (see Trade)
 nineteenth century, 239-41, 245, 246
 Commerce and Industry Department, 37, 63, 64, 208
 Commissioner-General in S.E. Asia, 95, 178
 Commonwealth Parliamentary Association, 242
 Communications, 4, 149-77, 178
 Communist activities, 2, 3, 104, 161, 188-90, 193, 243
 Community centres, 116
 Companies,
 Income Tax, 42
 liquidation, 124
 registration, 65
 Compensation, industrial injuries, 33, 118, 119
 Conferences, international, 66, 153, 168
 Consolidated Rate Fund (City Council), 48-51, 102, 144
 Constabulary, Special and Volunteer, 133, 190 (see also Police)
 Constituencies, electoral, 205
 Constitution, political, 2, 203-9, 243
 Construction (building) industry, 22, 23, 30, 34 (see also Housing)
 Contraband seizures, 135
 Convict Prison, 136, 137
 Co-operative Societies, 77, 120
 Department, 37, 77
 Copra, 42, 60, 63, 71, 246.
 Coronation, 1, 151, 176, 180, 182, 193, 194, 196, 197, 201, 220, 237
 Coroner, 131, 132
 Corruption, 130
 Cost of living, 28
 Cottage Industries, 77
 Council for Negotiation, 31, 208
 Council of Joint Action, 32
 Courts,
 Civil, 122, 123
 Criminal, 125-8
 Industrial, 29
 Marine, 156
 Crime, 126-31, 161, 243
 political, 188-90
 Criminal
 Courts, 125-8
 Investigation Dept., 129, 134
 Records Office, 134
 Crippled Children's Home, 114
 Currency, 54, 55
 Custodian of Enemy Property, 125
 Customs
 Department, 19, 37, 46, 130, 135, 161
 duties, 3, 36, 42, 44-6, 135, 239, 240
 DANCING,
 'Dragon', 222
 Indian, 215
 Dangerous
 cargoes, 156
 drugs, inspection, 108
 drugs, trafficking, 126, 129-31, 135
 trades, 145
 Death rates, 16, 17, 104-6
 Debt, public, 39-41
 Defence Forces, 118, 119, 188-202, 241, 242 (see also Armed Services).
 Dentists, 100-2
 Detention under Emergency Regulations, 136, 189
 Development Fund, 35, 40
 Diagnostic Survey, 79, 80
 Disabled persons, 33, 34, 111
 Disease, incidence, 99, 106-8
 Disputes, industrial, 31, 32, 243
 Distributive trades, 66 (see also Retail and Wholesale)
 District Committees, Rural, 209
 District Courts,
 civil, 122, 123
 criminal, 125-7
 Divorce, 123
 Dockyards, 23, 158, 161-4, 191, 242
 Doctors, 100, 101, 103, 120

(More important references are printed in *italic numerals*)

- Dollar exchange rates, 54, 57
 Drainage, 79, 81, 108, 227
 Drama, 213-5 (see Entertainment)
 Dredging, 160
 Driving licences (motor), 173
 Drydocks, 6, 158, 162, 242
 Duties, 36, 42
 betting and sweepstakes, 47
 customs, 3, 44-6, 135, 239, 240
 entertainment, 44
 estates, 46
 liquors, 44, 45, 135
 petroleum, 46
 stamp, 47
 tobacco, 44, 45
 EAST INDIA COMPANY, 67, 238-40, 245
 East Lagoon, 157
 Education, 5, 7, 88-98, 183, 184
 adult, 6, 97
 Committee, 88
 Department, 34, 37, 88, 89, 153, 207, 208
 finance, 7, 37, 50, 88, 89, 97
 medical subjects, 95, 98, 101, 207, 244
 overseas, 96, 207
 rate (taxation), 50, 89
 Ten-Year Plan, 91-3
 Elections, 2, 183, 204, 205, 209, 242, 243
 Electricity, 4, 23, 76, 139-42, 185
 Department (City Council), 48, 49, 51, 141
 Department (Harbour Board), 158, 163
 power stations, 140, 141
 Emergency, 2, 3, 188-90, 243
 Employers' trade unions, 30
 Employment,
 agricultural, 22, 30, 70, 246
 Armed Services, 22, 27, 31, 86, 191
 City Council, 24, 27, 33, 207
 exchange, 21, 24, 25
 Government Service, 24, 27, 31, 33, 206-8
 industrial, 4, 21-6, 72, 171, 245
 ships and shipping, 152-4, 159-62
 women and juveniles, 25, 27, 34
 Enemy property, 125
 Engineer, City, 49, 138, 145, 146, 169, 171, 172
 Engineering industry, 23
 Engineer Officers (ships), 153
 Entertainments, 183, 186, 213 *et seq.*
 duty, 36, 42, 44
 industry, 34, 186, 215-7
 Entrepôt trade (see Trade)
 Epidemic disease, 99, 107
 Estates,
 housing, 83, 86, 170
 rubber and coconut, 70, 228, 229, 235, 246
 Estates and Lands Dept. (S.I.T.), 79
 Estates, deceased persons, 124, 125
 duty, 36, 42, 46
 Estates Dept. (City Council), 49
 Estimates Committee, 38
 Exchange Banks Association, 56-8
 Exchange Control, 37, 64, 120
 Exchange rates, Malayan currency, 54, 57
 Excise Duties, 45, 135
 Executive Council, 203, 210, 243
 (see also Governor in Council)
 Executive Service, 208
 Exhibitions, 180, 213, 218, 219
 Expenditure, Government (see Finance)
 Exports, 60-5, 72, 75, 159, 160 (see also under the names of commodities)
 FACTORIES,
 inspection, 21
 safety, 32, 33
 Faculties of University, 95
 Family Planning Association, 12
 Fauna of Singapore, 230-4
 Federation of Malaya, 95, 98, 118, 178, 189, 193, 221, 223, 242
 communications, 151, 154, 168, 169, 174-6
 joint activities, 2, 43, 54, 65, 181, 187, 190, 195
 migration, 9, 17, 18
 trade with, 62, 72, 73
 Female Prison, 136
 Fencing, 222
 Film, 121, 180, 186, 214, 216
 censorship, 37, 121, 187
 industry, 186, 216, 217
 Finance,
 City Council, 47-51, 206
 education, 7, 37, 50, 88, 89, 97
 electricity supply, 48, 49, 51, 141
 fire services, 49, 51, 53, 144
 gas supply, 48, 49, 51, 144
 Government, 35-47, 205

(More important references are printed in *italic numerals*)

- Harbour Board, 39, 41, 79, 158, 206
 housing, 41, 50, 79, 82, 85-7, 206
 medical services, 37, 49, 53, 101, 102
 public works, 37, 53, 85, 148, 160
 roads, 49, 53, 170-2
 Rural Board, 51-3, 206
 telecommunications, 173
 water supply, 48, 49, 51, 53, 138
 Finance Committee, 39, 206
 Financial Secretary, 38, 47, 54, 78, 206, 210, 211
 Fire Brigade (City), 49, 51, 144, 199, 200
 Fire
 outbreaks, 5, 83, 109, 145, 156
 services, 53, 144, 145, 156
 Fire Service, Auxiliary, 199, 200
 First Aid, 131, 200 (see Safety, road)
 Fish,
 fresh water, 223
 marketing, facing 56, 73, 74
 Fisheries, 73-5
 control and protection, 160, 161, 193
 Division, 37, 75
 Fishing vessels, 73, 150, 151
 Flight Information Region, 167
 Flood alleviation, 79, 81
 Flora of Singapore, 234-6
 Flower shows, 237
 Flying Club, Royal Singapore, 202
 Food
 inspection, 108
 prices, 28, 29, 63, 74
 rationing, 63
 supply, 60, 62, 64, 70-6
 Football, 95, 224, 233
 Foreign Exchange Control Division, 37
 Forests and forestry, 68, 72, 227, 230, 234, 235
 Division, 37, 73
 Fort Canning Reservoir, 139
 France, 62, 186
 Franchise, 2, 205
 Freight conferences, 151
 Fruit growing, 71
 Fund
 Common (estates administration), 125
 Development, 35, 40, 41
 Fisheries Loans, 75
 Mercantile Marine, 40, 153
 Opium Reserve, 35, 36
 Police Reward, 41
 Provident, 26, 120
 Public Officers Guarantee, 40
 Silver Jubilee, 113
 Special Reserve, 35, 40
 War Damage, 125
 War Distress, 113
 War Risks Insurance, 40
 GAMES AND SPORTS, 95, 220-5
 Gangs, criminal, 129
 Garbage disposal, 146, 147
 Gardens, Botanic, 37, 231, 235-7, 241
 Gas (lighting and heating), 142-4
 Department, 48, 49, 51, 143, 144
 Gazette, Government, 97, 247
 General Hospital, 100, 102, 103, 200
 General Improvement Plan (town planning), 79, 81
 General Post Office, 175, 176
 Geographical features of Singapore, 54, 226-30
 Germany, 62, 125
 Geylang, 229
 fire station, 144
 (Lorong 3) fire, 5, 145
 Gimson School for Boys, 113
 Girl Guides, 115
 Girls' homes, 114, 115, 117
 Girls' Life Brigade, 115
 Goats, 71
 Golf, 223
 Government of Singapore, 203-12
 Government Service (see Public Service)
 Governor, 2, 4, 78, 111, 203
 Governor in Council, 50, 79, 81, 203, 205, 209, 210
 Granite, 75, 236 (see also Quarrying)
 Grants-in-aid to schools, 88, 89, 92
 Graving docks, 6, 158, 162, 242
 HANDICRAFTS, 77, 88
 Harbour, 149, 150, 157-61, 220
 Harbour Board (see Singapore Harbour Board)
 Hawkers, 74, 75, 147, 172
 Health, 99, 102, 108 (see also City Health Officer, Medical)
 High Court, 122, 126-8
 Hillary, Sir Edmund, 183
 History,
 Christmas Island, 242, 244-6

(More important references are printed in italic numerals)

- Cocos-Keeling Islands, 242, 245, 246
- Singapore, 17, 59, 67, 68, 78, 147, 149, 228, 238-44
- Hockey, 223
- Holidays in industry, 27, 119
- Holland, 62, 177, 238, 239
- Homes,
welfare, 113-5
seafarers, 153
- Hong Kong, 25, 34, 219
communications with, 153, 154, 164, 174, 177
trade with, 56, 57, facing 64, 66, 73
- Horse racing, 47, 223
- Horticulture, 236, 237
- Hospital Reserve, Singapore, 199, 200
- Hospitals, 6, 7, 100, 102-5, 200
fees, 102
patients, 7, 102-4
- Hostels, working boys', 114
- Hours of work in industry, 27
- Housing, 5, 33, 105
construction,
Armed Services, 86
City Council, 49-51, 85
Harbour Board, 85, 163
Improvement Trust, 81-5
private builders, 80, 86, 87
Public Works Dept., 85, 133, 137
design and control, 78, 81, 83, 86, 119, 229
finance, 41, 50, 79, 82, 85-7, 206
low-cost, 83
rents, 28, 83, 85, 87, 119
- Huxley, Dr. Julian, 183
- IDENTITY CARDS, 11, 19
- Illiteracy, 97
- Immigration, 9, 17-9
of labour, 17, 20, 25
- Immigration Department, 18, 19, 37, 161
- Imports and Exports, 60-5, 72, 73, 75 (see also under the names of commodities)
- Import and Export Control Division, 37, 64
- Imprisonment, 127, 136, 137
- Improvement Plan (town planning), 79, 81
- Improvement Rate (taxation), 50, 79, 206
- Improvement Trust (see Singapore Improvement Trust)
- Income Tax, 36, 42, 43, 123
Department, 37, 42, 208
- India, 186, 217, 239, 240
communications with, 154, 164, 167, 174, 177
trade with, 63, 64, facing 64, 66, 73
- Indian Fine Arts Society, 215
- Indo-China, 154, 168
- Indonesia, 186, 217
communications with, 150, 154, 164, 168, 174, 175
trade with, 60, 63, facing 64, 72, 73
- Industrial
accidents, 33, 34, 118, 119
classification, 22
Court, 29
development, 4, 76
disputes, 31, 32, 243
employment, 21-6, 72, 171, 245 (see also Employment)
relations, 20, 29-32, 119
resources survey, 80
training, 21, 34, 88, 90, 153
- Infantile paralysis, 106, 107
- Infant mortality, 16, 104, 105
- Infectious diseases, 99, 107
hospital, 102, 103
- Information services, Government, 179, 180
- Inheritance, Chinese, 15
- Injuries, compensation, 33, 118, 119
- Inquests, 131
- Institutions,
charitable and welfare, 109, 113-5, 131, 153
educational, 34, 90, 94, 95, 153, 218
medical, 102-4
- Insurance companies, 65
- Interest rates, 39, 41, 58
- International
Civil Aviation Organization, 164, 165
Confederation of Free Trade Unions, 21, 30
conferences, 66, 153, 168
Labour Organization, 21, 26, 154
- Island Players, 214
- Italy, trade with, 62

(More important references are printed in italic numerals)

- JALAN BESAR STADIUM, 223
 Japan, 74, 125, 174, 186, 241
 trade, 62-4, facing 64
 Japanese occupation, 4, 5, 17, 82, 92,
 99, 103, 141, 143, 156, 188,
 242, 245, 246
 Johore, 4, 161, 238
 Johore River, 97, 139
 Johore Straits, 3, 161, 169, 190, 225,
 229, 231
 Joint consultation (industrial re-
 lations), 31
 Journals, 178, 247
 Judges, 122, 125, 128
 Judicial Department, 122
 Judo, 224
 Jurong radio transmitter station, 175
 Juvenile Court, 113, 128
 Juveniles,
 delinquency, 126-8
 employment, 25, 27, 34
 homes, 113-5
 ill-treatment, 34, 117
 welfare organizations, 1, 115-7,
 222, 224

 KALLANG AIRPORT, 81, 165, 167
 Kallang Basin, 81, 159
 Kandang Kerbau Hospital, 102-4
 Keppel Harbour, 150, 159, 162, 163
 Kindergarten schools, 92
 King Edward VII College of Medi-
 cine, 95, 244
 Korea, 64, 222
 Kwong Wai Siu Free Hospital, 103

 LABOUR (see Employment, Industry)
 Department, 20, 21, 26, 31, 32, 33,
 37
 Exchange, 21, 24, 25
 Party, 204
 Labour Advisory Board, 21
 Labuan, 40, 56, 242
 Land,
 agricultural leases, 69, 76
 shortage, 5, 92
 utilization and tenure, 67-9
 Land Office, 37, 69
 Languages of Singapore, 11, 33, 90,
 93, 132, 179, 181, 184, 186
 Law Courts, 122, 123, 125-8
 Lawn tennis, 224
 Laws of Singapore, 247 (see also
 Ordinances)
 Legal aid, 110
 Legislation (see Ordinances)

 Legislative Council, 2, 3, 39, 191,
 203-5, 242, 243, 247
 Leprosy Hospital, 6, 103, 104
 Libraries,
 Raffles, 37, 97, 98, 116
 University, 96
 Licensing,
 aircrews, 165
 child actors, 34
 imports and exports, 64, 65
 motor vehicles, 170
 motor vehicle drivers, 173
 wireless receivers, 181, 182
 Lifeboatmen, 153
 Lighters and lighterage, 23, 31, 150,
 159-61
 Lighthouses, 155
 Lighting, streets, 142, 144, 169
 Liquidation of companies, 124
 Liquors,
 analysis, 108
 duty and revenue, 36, 42, 44, 45
 trade in, 64
 smuggling, 135
 Literacy, 92, 97
 Litigation, 118, 122, 123
 Little Sisters of the Poor, 113
 Lizards, 232
 Loans,
 City Council, 41, 51, 209
 fishery, 75
 Government, 39, 40
 Harbour Board, 39
 Improvement Trust, 41, 79, 85,
 206
 interest rates, banks, 58
 private, 77, 86, 87
 Local Authorities (see City Council,
 Rural Board)
 Local Forces, 118, 191-202 (see also
 Armed Services, Police Force)
 Local Prison, 136
 Lotteries, 47

 MACHINERY,
 inspection, 32, 33
 trade in, facing 64 and 65
 Magistrates, 125, 239
 Mails (postal), 166, 175-7
 Malacca, 40, 56, 181, 240, 242
 Malaria, 99, 106, 108
 Malaya (see Federation of Malaya)
 Malaya and British Borneo Cur-
 rency Commissioners, 54
 Malayan
 Air Training Corps, 202
 Airways Ltd., 164

(More important references are printed in italic numerals)

- Auxiliary Air Force, 196, 197
- Board of Income Tax, 43
- Branch, Royal Asiatic Society, 98
- Communist Party, 188-90, 243
- Exchange Banks Association, 56-8
- Film Unit, 180
- Nature Society, 98
- Railway, 169, 198, 229
- Royal Naval Volunteer Reserve, 3, 194, 195
- Stevedoring and Transportation Co., 151
- Union, 242
- Malaya War Distress (Singapore) Fund, 113
- Malay Settlement, 69
- Manufacturing industry, 4, 67, 76, 174
 - employment in, 22, 23, 30
- Marine Department, 37, 150-3, 156, 161
- Marine Police, 19, 160, 161, 190
- Marine Surveys Department, 37, 154
- Markets and marketing, facing 56, 83
 - fish, 73, 74
 - hawkers, 147
 - vegetables, 71, 110
- Marriage registration, 15, 37
- Master Attendant, 150, 152, 155, 156
- Master Plan (town planning), 79, 80
- Maternal mortality, 105
- Maternity benefits, female workers, 34
- Maternity services, 102, 105
- McGrigor, Sir Rhoderick, 195
- Medical
 - education, 95, 98, 101, 207, 244
 - finance, 37, 49, 53, 101, 102
- Medical and Health Department, 31, 37, 99-104, 107, 108, 140, 161, 208
- Medical Council, 100, 120
- Medical Plans, Emergency, 200
- Medical Services, 6, 7, 99-108, 161
- Medical Ten-Year Plan, 6, 7, 99-108, 161
- Medicine, King Edward VII College, 95, 244
- Mental diseases and institutions, 103, 104, 114, 127
- Mercantile Marine Fund, 153
- Merchant Shipping, 149-64
- Meteorological Service, 37, 155, 167, 168, 227
- Middle Road Hospital, 103
- Middleton Hospital, 102, 103
- Midwifery services, 103, 105
- Midwives, 101
- Migration, 9, 17-9
 - of labour, 17, 20, 25
- Military Forces (see Armed Services and Local Forces)
- Military Service (compulsory), 3, 119, 188, 191, 195, 199 (see Local Forces)
- Milk, 60, 72
- Mining, 75
- Ministry of Transport and Civil Aviation, 153, 165, 168
- Money Orders (postal), 175
- Monkeys, 231
- Mortality rates, 16, 17, 104-6
- Mortgage societies, 86
- Mosquito control, 102, 108
- Motor vehicles,
 - accidents, 172
 - buses and taxis, 170, 171
 - licensing, 48, 51, 52, 170, 171
 - racing, 224
 - repair, 23, 171
 - overseas trade in, 60, 64
- Mountbatten, Earl, 242
- Mount Emily Girls' Home, 114
- Municipal Commission, 140, 243 (see City Council)
- Museum, Raffles, 37, 97
- Music, 183, 213, 216-8
 - Society, Singapore, 217
- Musical education, 218
- NANTINA HOME, 113
- Narcotics, 126, 129, 130, 131, 135
- National Registration Identity Cards, 11, 19
- National Service, 3, 119, 188, 191, 195, 199
- Nationality of the population, 18, 19
- Natural history of Singapore, 230-7
- Nature Reserves, 67, 234
- Nautical School, 88, 153
- Naval Base, 161, 191, 242
- Navigational aids,
 - aviation, 167, 168
 - shipping, 155, 156, 163
- Navy (see Royal Navy, Royal Malayan Navy, Malayan Royal Naval Volunteer Reserve)

(More important references are printed in *italic numerals*)

- New Market Children's Home, 114
 Newspapers, 174, 178, 179
 News films, 186, 187
 New Zealand, 125, 245
 Nixon, Mr. Richard M., 180, 183
 Nurses, 100, 101, 103
 Nutrition, 108
- OCCUPATIONS, 21, 26 (see employment)
 Official Assignee, 37, 124, 125, 208
 Official Receiver, 124
 Olympic and Sports Council, 220-5
 Omnibuses, 170, 171
 Opium
 Reserve Fund, 35, 36
 suppression, 126, 129-31, 135
 Orchestras, 217
 Orchids, 237
 Orders in Council, Colony, 203, 204
 Ordinances, 118-21, 203, 247
 Municipal, 50, 51, 67, 72, 126, 204-6, 209
 National Service, 3, 119, 191
 Oriental Telephone & Electric Co., 120, 173, 199
 Orphans and orphanages, 114, 115
 Orthopaedic hospitals, 103
 Overtime pay, 27
- PAINTING, 218
 Pan-American Airways, 164
 Passengers, 18, 166, 169
 Patents, 65
 Patients in hospitals, etc., 7, 102-4
 Paya Lebar Airport, 6, 98, 166, 176, 186
 Penang, 39, 40, 56, 223, 240, 242
 Peninsular and Oriental S.N. Co., 149
 Pensions, 26, 37, 120
 Pepler, Sir George L., 79
 Pepper, 60, 64, 70
 Perak House, 114
 Petroleum,
 duty, 36, 42, 46
 inspection, 145, 156
 trade, 62, facing 64 and 65, 159, 160
 Pharmacists, 95, 101
 Philippines, 164, 168, 174, 186
 Phillips, Prof. O. Hood, 2
 Phosphate Commission (Christmas Island), 168, 245
 Photography, 219
 Physical education, 95
 Pigs, 71, 72
 Pilgrimage to Mecca, 151
 Pilots,
 aircraft, 165
 ships, 156
 Pineapples, 60, 70, 71
 Plague, 99
 Plantations, rubber and coconut, 70, 228, 229, 235, 246
 Police Courts, 125-8
 Police Force, 2, 37, 38, 103, 116, 132-4, 147, 188-90, 198, 199, 239
 Detective Branch, 129-32, 134
 Marine, 19, 160, 161, 190
 organization, 134
 Radio Division, 134, 145
 recruitment and training, 132, 133
 Singapore Harbour Board, 161
 Special Constabulary, 133, 190
 stations, 12, 134
 Traffic, 172, 173
 Poliomyelitis, 107
 Political parties, 204
 Polo, 224
 Poor man's lawyer, 110
 Population, 9-19
 growth, 4, 5, 10, 19, 22, 82, 91, 239-41
 Port, 149, 150, 157-61
 health services, 102, 107, 161
 Offices, 151, 161
 Postal Services, 166, 175-7
 Department, 37, 175
 Post Office Savings Bank, 56
 Poultry farming, 71
 Power stations, 76, 140
 Pasir Panjang, 4, 51, 141, 185
 Preliminary Island Plan (town planning), 80
 President, City Council, 2, 49, 78
 Press, 178, 179
 Preventive Branch (Customs), 135
 Prices,
 food, 28, 29, 63, 74
 rubber, 3, 42, 59, 61
 tin, 62
 Primary schools, 91-3 (see Schools)
 Princess Margaret Estate, 83
 Printing, 23, 180
 Government, 37, 180, 181, 247
 Prisons, 37, 103, 131, 136, 137
 Privy Council, 122, 123
 Probate and administration, 123-5
 Probation service, 114, 127, 128
 Production, 67-77, 245, 246

(More important references are printed in *italic numerals*)

- Progressive Party, 204
 Prostitution, 114, 116
 Provident Funds, 26, 120
 Public
 assistance (unemployment, etc.), 25, 110-3
 debt, 37, 39-41
 health, 37, 38, 49, 53, 99, 102, 108
 Relations Department, 37, 179, 180
 Service, 24, 27, 31, 33, 206-8
 Services Commission, 37, 206-7
 Trustee, 37, 124, 125
 Works Department, 37, 75, 85, 91, 113, 133, 134, 137, 138, 148, 150, 155, 160, 166, 170, 171, 175, 176
 utilities, 138-47
 Publications, Government, 180, 247-252
 Public finance, 35-53, 205 (see Finance)
 Pulau (=island)
 Bukom, 62, 156, 159, 230
 Sebarok, 62, 156, 159
 Tekong, 190, 229
 Ubin, 75, 166, 190, 229, 232
 Punishment of crime, 127, 128, 130, 131

 QANTAS EMPIRE AIRWAYS, 164, 177
 Quarantine, 102, 107, 161
 Quarrying, 22, 30, 52, 53, 75, 170, 245
 Quays and wharves, 149, 150, 157, 158, 160
 Queen's Dock, 162
 Queen's Scholarships, 96
 Queenstown, 83, 175, 186

 RACES OF SINGAPORE, 9, 95
 Radio,
 aircraft and ships, 155, 156, 165, 167
 facsimile, 174, 178
 Radio Malaya, 181-5, 216-8
 Radio Police, 134, 145
 Raffles
 College, 95, 98, 244
 Museum and Library, 37, 97, 98, 116
 Raffles, Sir T. S., 59, 78, 229, 238, 239, 241, 244
 Railways, 169, 198, 229
 Rainfall, 227
 Ramakrishna Mission Home, 115
 Ranikhet, 71
 Rates, (see also Taxation)
 City Council, general purpose, 50, 51, 206
 education, 50, 89
 electricity, 141
 gas, 143
 improvement, 79, 206
 water, 140
 Rural Board, 51, 52, 206
 Receiver, Official, 124
 Receiver of Wreck, 156
 Red Cross
 Cripples' Home, 103
 Society, British, 109, 114
 Rediffusion, 179, 185, 186
 Refuse disposal, 146, 147
 Religions, 11, 15
 Remand Prison, 136
 Rendel, Sir George, 2, 204
 Rents of houses, 83, 85, 87
 control, 28, 87, 119
 Representative in London, Malayan, 66
 Reserve Unit (Police), 133
 Retail
 prices, 28, 29, 63, 74
 shops, 22, 27, 84, 66, 74, 119
 Revenue, 36, 48, 52 (see Duties, Finance)
 Revenue Branch (Customs), 46
 Rice, 60, 62, 63, between 64 and 65
 Ridley, Mr. H. N., 235, 241
 Ritson, Sir Edward, 32
 Roads, 4, 5, 138, 169, 170, 229 (see streets)
 finance, 50, 51, 53, 171
 Roman Catholic children's homes, 115
 Rowing, 224
 Royal
 Air Force, 167, 177, 191-99, 202, 229
 Asiatic Society, Malayan Branch, 98
 Instructions (constitutional), 203
 Malayan Navy, 3, 191-5, 201
 Navy, 151, 155, 161, 191-94, 229
 Singapore Anti-Tuberculosis Clinic, 103, 107, 112

(More important references are printed in *italic numerals*)

- Rubber,
 - estates, 70, 228, 229, 235
 - milling and manufactures, 23, 61, 76
 - price, 3, 42, 59, 61
 - trade, 60, 61, between 64 and 65, 66, 241
- Rugby football, 224
- Rural Board, 1, 204, 206, 209, 243
 - finance, 51-3, 89, 206
 - housing control, 67, 78, 79, 86
 - medical services, 53, 99, 101-5
 - roads, 148, 170, 172
 - utilities, 140, 144
- Rural District Committees, 209, 243
- SAFETY,
 - aircraft, 167, 168
 - factories, 32, 33
 - roads and vehicles, 80, 142, 171, 172, 180
 - ships, 154-7
- Safety First Council, 180
- St. Andrew's Hospital, 102
- St. Andrew's Mission Hospital, 102
- St. James' Power Station, 141
- St. John Ambulance Brigade, 109, 137, 200
- St. John's Island, 136, 161
- St. Joseph's Trade School, 115
- Salvage of ships, 156
- Salvation Army, 114, 137
- Sanitation, 108, 145-7
- Sarawak, 26, 54, 118, 175
- Savings Bank, Post Office, 56, 175
- Sawmills, 72
- Scholarships, Government, 96, 207
- School Cadet Corps, 200-1
- Schools, 5, 34, 83, 89-92, 218
 - broadcasting, 94, 183, 218
 - medical services, 6, 103, 107
 - teachers, 7, 89, 90, 93, 94, 207, 208
- Sea Cadet Corps, 200, 201
- Seamen, 152-4
- Sea sports, 220, 224, 225
- Sebarok, Pulau, 62, 156, 159
- Secret societies, 129, 130, 134
- Seventh Day Adventist's Hospital, 103
- Sewerage, 50, 108, 145, 146
- Sheep, 72
- Shipping, 149-64
 - Office, 152
 - services, 151
- Ships, 150, 151
 - Articles, 152
 - building, 23, 161-4, 246
 - bunkers and stores, 159, 160
 - Naval, 151, 192-4
 - radio, 155, 156
 - survey and safety, 154-7
- Shops, retail, 22, 27, 34, 66, 74, 119
- Siam (see Thailand)
- Silver Jubilee Fund, 113
- Simla Rules (Shipping), 154
- Singapore
 - Anti-Tuberculosis Association, 103, 107, 112
 - Art Society, 218
 - Chamber Ensemble, 217
 - Gardening Society, 237
 - Hospital Reserve, 199, 200
 - Mercantile Marine Fund, 40, 153
 - Music Society, 217
 - River, 78, 79, 149, 150, 160, 229
 - Telephone Board, 120, 173
 - Trades Union Congress, 21, 30
 - Volunteer Corps, 3, 188, 195, 196
 - Youth Council, 115
- Singapore Harbour Board, 145, 149, 156, 157-9, 162-3, 169, 204
 - employment, 24, 27, 33, 85, 159, 163
 - finance, 39, 41, 79, 158, 206
 - Reserve, 198
- Singapore Improvement Trust, 5, 67, 76, 78-85, 105, 170, 204
 - employment, 24, 33, 79
 - finance, 39, 41, 50, 79, 82, 85, 206
- Singing, 218
- Small-pox, 99, 107
- Smuggling, 130, 135
- Snakes, 232
- Social Welfare Department, 37, 109-17, 128, 137, 199
- Societies,
 - charitable, 109, 113-5, 131, 153
 - co-operative, 77, 120
 - death benefit, 77
 - Registrar, 77
 - secret, 129, 130, 134
- Speaker of the Legislature, 2, 204
- Special Constabulary, 133, 190
- Spices, 60, 63, 64, between 64 and 65, 229
- Sport, 44, 95, 183, 220-5
- Stadium, Jalan Besar, 223
- Stage Club, 214
- Stamp duties, 36, 42, 47

(More important references are printed in *italic numerals*)

- Stamps, postal, 176
 Statistics Department, 9, 37, 208
 Stevedoring, 23, 159, 160
 Stevenson, Mr. Adlai, 183
 'Straits Chinese', 18
 Straits of Johore, 3, 161, 169, 190, 225, 229, 231
 Straits Settlements, 39, 154, 181, 203, 240-2, 244, 246
 Straits Steamship Company, 151
 Street (see Roads)
 cleaning, 146, 147
 hawkers, 74, 75, 147, 172
 lighting, 142, 144, 169
 Strikes, 31, 32
 Student enrolment in schools, 7, 19, 90, 91
 Suez Canal, 149
 Sugar, 60, 62, 63
 Supplies Division, 63, 208 (see Food)
 Supreme Court, 122, 178, 203, 223
 Survey,
 aircraft, 168
 buildings, 86
 land, 37, 69, 78, 208, 230
 ships, 154
 Sweepstakes duty, 36, 42, 47
 Swimming, 225
 Swine, 71, 72
 Syonan, 242

 TABLE TENNIS, 225
 Tanah Merah youth camp, between 96 and 97, 115
 Tan Tock Seng Hospital, 102, 103, 107
 Tariffs, Customs, 3, 36, 42, 44-6, 135, 239, 240
 Taxation, 36, 42-7, 50, 51, 206 (see Duties, Finance)
 Taxis, 171
 Teachers, 7, 89, 90, 93, 94
 Government schools, 93, 207, 208
 Tebrau River (water supply), 4, 139
 Tekong, Pulau, 190, 229
 Telecommunications Dept., 37, 155, 167, 168, 173-75
 Telegraphs, 134, 174, 246
 Telephone service, 120, 173-5
 Telok Ayer, 81, 150, 157
 Temperature, day and night, 227
 Tennis, 224
 Ten-Year Plan,
 Education, 91-3
 Medical, 7, 99, 102, 104

 Textiles,
 industry, 25, 27, 67, 76
 trade, 60, 63, 64, between 64 and 65
 Thailand,
 communications, 154, 164, 168, 175, 177
 trade, 60, 63, facing 64, 73, 74
 Theatres, 34, 213-5
 Thomas Cup (badminton), 221
 Tigers, 231
 Timber trade, 72
 Tin, 60, 62, between 64 and 65, 66, 241
 price, 42, 59, 62
 Tobacco,
 duties, 36, 42, 44, 45, 135
 growing, 70
 Totalisator betting duty, 36, 42, 47
 Tourist information, 180
 Town and country planning, 79-81
 Town cleansing, 146, 147
 'Town Committee' (1820's), 78, 229
 Trade, 3, 42, 59-64, 72, 73, 75, 159, 160
 distributive, 22, 66, 71, 74
 Trade Commissioner, 66
 Trade marks, 37, 65
 Trade unions, 20, 21, 29, 30, 153, 159
 Trafalgar Home, 103, 104
 Traffic,
 accidents and offences, roads, 126, 128, 172, 180
 air, 167
 roads, 4, 5, 80, 142, 172
 Traffic Dept. (Harbour Board), 158
 Traffic Police, 172, 173
 Training
 for industry, 21, 34, 88, 90, 153
 for Public Service, 132, 133, 176, 207
 'Transferred' children, 117
 Transport, 149-73 (see Civil Aviation, Railways, Roads, Shipping)
 industry, 22, 23, 30, 157-64
 Ministry of, (U.K.), 153, 165, 168
 Travelling dispensaries, 103
 Treasury
 City Council, 49, 50
 Government (Accountant-General) 39
 Trees, 169, 234
 Trustee, Public, 37, 124, 125
 Tuberculosis, 102, 103, 107, 111, 112
 Turf Club, 47, 223

(More important references are printed in italic numerals)

- UBIN, PULAU, 75, 166, 190, 229, 232
 Unemployment relief, 25, 111
 United Kingdom, 33, 43, 96, 186, 191 (see Armed Services)
 Acts of Parliament, 118-20, 150, 203
 communications with, 156, 164, 165, 168, 174, 176, 177
 trade, 61-3, facing 64, 72
 United Nations, 180
 United States of America, 96, 178, 180, 186, 199, 219, 222
 communications with, 149, 164, 168, 174
 exchange rates, 57
 rubber trade, 61, 62, facing 64
 University of Malaya, 93, 94-8, 100, 101, 116, 213, 244
 Utilities, public, 4, 138-47
 employment in, 22, 23, 28, 30

 VACCINATION, 107
 Vagrants, 136, 137
 Vegetables,
 growing, 70, 71, 228, 235
 marketing, 71, 110
 Vehicles (see Motor vehicles)
 Venereal disease hospital, 103
 Vernacular schools, 88-92
 Veterinary
 Division, 37, 71, 72
 Surgeon (City Council), 49, 72, 148
 Victoria Memorial Hall and Theatre, 49, 213, 214
 Volunteer
 Corps, Singapore, 3, 188, 195, 196
 Forces Record Office, 191
 Special Constabulary, 133, 190

 WAGES, 26
 War,
 damage, 46, 125, 158
 Distress Fund, 113
 Wards, electoral (City Council), 205
 Warehouses, Harbour Board, 159
 Water
 Department (City Council), 48, 49, 51, 138
 rates, 28, 140
 supply, 4, 53, 108, 138-40, 159
 Water sports, 220, 224, 225
 Weight lifting, 225
 Weights and measures, 29, 45, 68
 Welfare, 109-17
 homes, 113-5
 industrial, 33, 34
 seafarers' 152, 153
 Wharves and quays, 149, 150, 157, 158, 160
 Wheat, 60, 63, 64
 Wholesale
 marketing, 66, 71
 prices, 61, 62, 74
 Wireless (see Broadcasting)
 Women,
 employment in industry, 27, 34
 and girls protection, 116
 industrial home, 114
 Woodbridge Hospital, 103, 104
 Workmen's compensation, 33
 Works' committees (industrial relations), 31
 Workshops, motor vehicle, 171
 World Health Organization, 100, 107
 Wrecks, 156

 X-RAY SERVICES, 104, 107

 YACHTING, 225
 York Hill Girls' Homecraft Centre, 114
 Young Men's Christian Association, 115, 224
 Young persons (see juveniles)
 Youth organizations, 1, 115, 222, 224

(More important references are printed in italic numerals)

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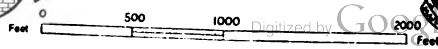




Anderson Bridge



Singapore



NEW CEMETERY RD.

ROAD

CALA--

ROAD

NORFOLK

MOULLEIN

ROAD

ROAD



DORSET

ROAD

ROAD

ROAD

BALESTIER

ROAD

Balestier Plain

RANGOON

OWEN

COURSE

TESSENSOHN

ROAD

ROAD

ROAD

RACE

Farrer Park

ROAD

HAMPSHIRE

KAMPONG

ROAD

ROAD

TIMAH

BUKIT

SUNGEI

ROCHOR

PERAK ROAD

KAMPONG KAPOR ROAD

UPPER PERAK ROAD

ROAD

ALWI

ROAD

BESAR

TYRWHITT

KITCHENER

KING

GEORGE'S

ROAD

AVENUE

HORNE

FRENCH ROAD

LAVENDER

KALANG BASIN

STREET

ROAD

SYED

JALAN

CANAL

CANAL

STREET

STREET

ARAB

NORTH

SULTAN

BRIDGE

MINTO

PALEMBANG

JAVA
BEACH

SUMBANA

ROAD

ROAD

ROAD

ROAD

ROAD

Crawford Bridge

STREET

RIVER

CRAWFORD
ROCHOR

KALLANG

ROAD

See Arthur's Bridge

KALANG RIVER

